California Journal OF SECONDARY EDUCATION

This Month

- **The Future of the Junior High School**
- **Impossibility of Administering High Schools**
- **Educational Reform: American (not Russian) Style**
- **Current Events and Materials in Adult Education**
- **Wake Up Mathematics Teachers**

A Symposium on

PROBLEMS OF SCHOOL-LEAVING AGE REQUIREMENTS IN SECONDARY EDUCATION

VOLUME 33, No. 2 **FEBRUARY 1958**

Next Month a Symposium on

SUCCESSFUL PROGRAMS FOR EDUCATING GIFTED YOUTH

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A Symposium Next Month on Successful Programs for Educating Gifted Youth

CONTENTS FOR FEBRUARY

VOL. 33, No. 2 FEBRUARY 1958

Editorial—A Technological Pearl Harbor 68

The Future of the Junior High School, *Donald McNassor* ... 71

Improving Education on the American (not Russian) Plan, *Will French* 76

One Reason Why High Schools are Impossible to Administer: A Note to Teachers, *John Bartky* 79

Wake Up Mathematics Teachers 83

SPECIAL FEATURES

Current Events and Materials in Adult Education, *E. D. Goldman* 86

What's Happening in California Secondary Schools, *William N. McGowan* 90

Symposium: Problems of Current School-Leaving Age Requirements. Introduction by *J. Smith Jacobs* 93

Compulsory Education — Background and Issues, *Emery Stoops, Hugh D. Lovik, David H. Paynter* 95

Review of the Current Situation in California, *Lawrence E. Koehler* 98

A Probation Officer's View on School-Leaving Age Requirements, *John A. Davis* 103

A Legislator Looks at Compulsory Attendance Laws, *Dorothy Donahoe* 106

Labor Looks at the School-Leaving Age Problem 109

A Parent Looks at the School-Leaving Age Requirement, *Glenn Ellen Scott* 112

Let's Let Them Go, *Jennings L. Snoddy* 119

Analysis of the "Let Them Go" Argument, *Dwight E. Lyons* 123

A High School Principal Looks at the School-Leaving Age Problem, *Keith V. Waite* 126

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EDITORIAL

A TECHNOLOGICAL PEARL HARBOR

In its effect upon the United States, the recent Russian launching of space satellites Sputnik I and II has been likened to the Japanese surprise attack on Hawaii in 1941. Indeed, it has been called *A Technological Pearl Harbor.*

If this spectacular first step into outer space taken by the Russians has shattered our complacency, causing us to lay aside petty jealousies, to lift up our eyes, and to distinguish the important from the trivial, then we, and the world, should offer thanks to the Russians for having performed in peace a feat of far greater significance than did the Japanese in war. This may serve in the Toynbeean sense as the challenge to which western civilization will respond.

The general state of lethargy into which this country has fallen since World War II is not too difficult to discern. In the field of national defense, Korea served merely as a partial awakening. While the substance of the "Gaither report" on the current status of national defense has not officially been made public at this writing, hints in the press suggest that it finds national thinking and planning dangerously inadequate, timid rather than bold, defensive rather than imaginative, based upon obsolete conditions and knowledge of the World War II decade. In the economic field, inflation continues to threaten and the standards of personal integrity, amity, and energy exhibited by and between individuals and groups in both labor and management circles are discouragingly low.

In education, while birth records have long provided precise incontrovertible evidence of a period of unprecedented high school enrollments, secondary educators have only just begun to consider what should be done, and the public is still debating whether or not adequate funds shall be made available on a national basis. Until now we have been haggling over our ability to afford an adequate educational system upon which our national survival depends. Without implying that the American school system has failed, for abundant evidence to the contrary exists, the challenge posed by the Russian technological break-through is that events and knowledge advance so swiftly that an adequate school system for the pre-World War II period is already outdated.

Change in an educational system is extremely difficult, and rapid change is almost impossible. One reason is that each part of the educational structure is linked with each other and the whole is connected inseparably with all other aspects of community life. Hence, even a small change in one part of the school is widely felt. Further, the extensive mobility of the population makes school officials loath to change from established ways lest those

pupils who transfer in and out of the local school experience difficulty. In some ways a strongly state-centralized system of education, such as in Russia, France, Australia, has advantages when rapid change becomes necessary, for by central decision and order the whole system can be altered at once. On the other hand, a decentralized system, such as in the United States, has a resilience and flexibility which permits adaptation and experimentation in each local district so that continuous change occurs without the upheaval attendant upon state-wide edicts. Under the local system of control the individual citizen has little justification for stating that he can do nothing. Responsibility rests clearly upon local groups. There is no excuse for delay. Every community can begin at once to make needed changes, as indeed have many communities already.

A civilization which depends for its success upon the high level of technical knowledge and skill available in the world today must have an advanced and extensive educational system. This it cannot achieve merely by *adding* to its present system. The achievement of more and better education does not automatically require extension of the school-leaving age from sixteen to eighteen or from eighteen to twenty years. The need for more and better scientists and engineers does not mean two years of algebra in grades 9 and 10 instead of one year in grade 9; or two years of physics in grades 11 and 12 instead of one year in grade 11. As such groups as the physical scientists at M.I.T. and the mathematicians at Illinois suggest, the whole field of knowledge and the way it is presented in elementary and high school must be reconsidered. They recommend that not more but a different physics should be taught in high school; not more but a different distribution of time should be effected; and that more must be accomplished in less time. Such pronouncements appear to confirm our worst fears that the high school may be suffering from curricular arteriosclerosis.

Has the country really been awakened? After the shock passes, will decisive action follow? Will this warning and challenge be taken seriously? Predictions are that the new Congress will deluge itself with bills and attempt some form of "crash" program in science and mathematics. Already words of caution have been sounded almost as if in fear lest we be swept off our feet and spend too much money on education or strengthen too much the teaching of science and mathematics. Encouraging it is to find leaders in all walks of life who are recognizing that to meet the challenge implied in Russian technological advances, requires a much higher level of education than now prevails, that a much larger share of the national income must be devoted to that end, and that teachers, the heart of the educational enterprise, must be accorded a place of honor in the culture and amply rewarded. Seldom has a President of the United States spoken about education in such specific and detailed terms, or at such length as President Eisenhower at Oklahoma City on November 14, 1957 when he stated:

> "We should, among other things, have a system of nation-wide testing of high school students; a system of incentives for high-aptitude students to pursue scientific or professional studies; a program to stimu-

late good-quality teaching of mathematics and science; provision of more laboratory facilities, and measures, including fellowships, to increase the output of qualified teachers.

"No matter how good your school is—and we have many excellent ones—I wish that every school board and every P.T.A. would this week and this year make one single project their special order of business: to scrutinize your schools' curriculum and standards to see whether they meet the stern demands of the era we are entering.

"As you do, remember that when a Russian graduates from high school he has had five years of physics, four years of chemistry, one year of astronomy, five years of biology, ten years of mathematics through trigonometry, and five years of a foreign language.

"Young people now in college must be equipped to live in the age of intercontinental ballistic missiles. However, what will then be needed is not just engineers and scientists, but a people who will keep their head and, in every field, leaders who can meet intricate human problems with wisdom and courage. In short, we shall need not only Einsteins, but Washingtons, and Emersons."

If we are truly aroused, the so-called Technological Pearl Harbor attack by the Russians may be heralded as the most significant event of the twentieth century, not for us or for them, but for the whole world.

R. N. B.

$5 million pot: A $5 million pot of educational gold is being placed at the disposal of the nation's high school and college mathematics and science teachers next summer. Benefactor is the National Science Foundation, which will sponsor 108 separate institutes at 104 campuses throughout the country. Some 5,000 high school teachers and 250 university instructors will be able to take advantage of the offerings.

Deadline for applications is February 15.

Take from Peter to pay . . . : In the past two years, one out of every seven new college teachers has come from high school faculties. This is only one of the disturbing facts to come from an NEA research division study on college teaching staffs. "Despite the fact that colleges need teachers . . . high schools can scarcely afford to lose their staffs," says Ray C. Maul, director of the survey.

Tax relief for teachers—long an important item on NEA's Legislative Commission agenda—will be carried straight to Capitol Hill next month with the opening of the second session of the eighty-fifth Congress. Top priority for legislation designed to provide equitable federal income-tax treatment for all teachers was agreed upon at the fall meeting of the commission.

The Future of the Junior High School

A Reappraisal of Development and Education in Early Adolescence

By DONALD McNASSOR*

In August 1957, sixty junior high school principals, teachers and supervisors from twenty states and Hawaii gathered at New York University to study the behavior and fundamental needs of young adolescents, the cultural realities of their times, and the present operation of the junior high school. The twelve-day invitational conference was sponsored and financed by the University and directed by the head of the University's field services, Professor G. Derwood Baker.[1]

During the first week, the school leaders reviewed the major basic research pertaining to adolescent development in the junior high school years. The second week was devoted to the hard task of grasping the meaning of the research in relation to the present operation and the future of the junior high school.

As the conference progressed, ideas developed which represent directions for more intense investigation and, in some instances, strong convictions about the improvement of the early adolescent's education. Two ideas emerged with increasingly strong affect in the twelve days of informal conversation and work in small study teams:

> —the early adolescent boy and girl need the junior high school, either as a separate institution or as a distinctive program, in their uneasy and ambivalent reach for responsibility, new creations, and independence;
>
> —in the interest of the mental development and mental health of young adolescents, certain aspects of the junior high school program appear vulnerable and should be the basis for research and experimental or pilot programs.

During the junior high years, dramatic changes occur in the behavior of students. Entrance into the seventh grade is accompanied by restlessness and generalized anxiety. At this time there is an inclination to continue the former dependence of student status and accomplishment in studies. Heightened interest in extending the boundaries of the world outside is observed, particularly as related to contemporary affairs and behavior of other people, popular developments in science, and the way things get done in a technological age.

* Professor of Education, Claremont Graduate School.

[1] Other staff members included Professors Stephen Withey, University of Michigan; John W. M. Rothney, University of Wisconsin; George Sheviakov, San Francisco State College; and Donald McNassor, Claremont Graduate School.

Toward the end of the eighth grade, bursts of independence and acts of irresponsibility come more regularly. The inconsistency and vacillation of mood and goals point unmistakably to a growing diffusion of the personality. Interest in the world outside begins to be replaced by an anxiety about a world inside. Teachers are less emulated than peers. Undesirable study habits—so called—may develop even though mental capacity is growing. A search for a known future and new roles in life starts in earnest. Students express more impatience with studies and projects which seem to them to have been adequately covered before as part of "childhood." Indications of repetitiveness of curriculum and ideas are met with a cold reception. Any strong hint of compulsory continuance of the adult-child relationship creates classroom control problems. These developments are taking place during the year when, for most students, forbidden emotions and rapid physical change produce an unbalanced psychological state in arrival at pubescence.

There may be junior high school educational programs which have the effect of deserting the young adolescent in the eighth and ninth grades as he moves to handle the new diffuseness of educational and personal goals. His capacity may be underrated in the concepts, ideas, and creations of which he is now capable; it may be overrated in terms of what he can accomplish alone without the support of grouping and of teachers who appreciate his widening interests and desire for new rights and responsibilities.

On the other side, the young adolescent may be tempted to desert the typical educational program, for temporarily he is turning toward a search for new bearings in unfamiliar territory and for a way of managing greater freedom from student status without incurring excessive adult rejection.

Due to these conditions, and the great variability in physical and mental development as well as in level of maturity, the present structure of age-grade grouping, forty-minute classes, so many specific subjects a day for all, etc., needs re-examination. Some feel that learning would be enhanced by grouping across grade levels in such fields as science, mathematics, creative writing, and art. Students might profit from being assigned to smaller and more personalized learning communities in which three or four teachers as teams carry the major burden of responsibility for the student's education. The forty-minute periods might well give way to blocks lasting one half a day in order to permit more intensive studies and fuller use of the community and its talented people as resources in learning. Some learning units, like local and state government, may be sufficiently covered in a matter of a few weeks instead of a semester, with the use of improved kinds of aids and field studies. Other studies, like the condition and background of relations between nations today might need a full year of work.

A careful inquiry into the details of junior high school courses of study suggests we may be making some questionable assumptions about what young adolescents can grasp in a specific period of time, as well as what they are ready to do and think about in movement toward adult citizenship.

Such inquiry also raises questions concerning the priority of emphasis in studies in certain fields, as in the case of relative lack of emphasis on Asian cultures in contemporary world affairs.

The period of growth and change in boys and girls from the thirteenth through the fifteenth year may be such that the school program unwittingly wastes some intellectual and creative talent. Two or three years of drifting in a maze in search for a known future of new roles of personal and social responsibility may contribute to the high drop-out rate in the tenth grade.

The principals attending the New York University Conference delved into many other questions concerning early adolescence and junior high education. A few of these are mentioned briefly as additional centers for needed pilot programs and research.

The emotional development of adolescent boys and girls reaching puberty needs attention. They require constant support and assistance in accepting and clarifying their roles as males and females. Specific experiences which involve them in responsibilities and privileges in fulfillment of gratifying male and female roles should be afforded.

Something comparable to puberty rites, with definite form and a clean cut implication of new rights and social responsibilities should be instituted between the seventh and ninth grades. An example would be definite roles to take in the community's social, political, and business life.

The study of early adolescent personality and its confusion over conflicting goals suggests re-examination of home room concepts and procedures. The home room, or the core or block program, should have the effect of reducing rather than increasing the greatest of all dangers in early adolescent development—personality diffusion. The young adolescent who does not know where he is going, or who is confronted with too many conflicting choices, is being neglected if the educational program does not aid him in finding the goals and the pathways. The purpose of the childhood years was to develop a sense of industry—accomplishment, bringing to completion the learning tasks directed by the teacher. Just this "sense" was enough then, but it no longer gratifies in early adolescence. Life must now amount to more than accomplishing a series of fragmented tasks divided into semesters and three grade years. This one area is enough for extensive experimental programs and in-service education for junior high school teachers.

School studies pertaining to citizenship education can be reviewed to see whether modern youth are being challenged to take on more weighty problems which they may be capable of handling. Implied in many courses of study in civics and government are the following assumptions:

> Youth in the present-day world need to know more about how government works—the mechanics—than the critical issues related to decisions about what government should do;
>
> Processes and forms in social institutions are more essential for children to study than the human condition and problem in social organization today.

In the early adolescent years some children in schools begin to lose the sense that school has a vital function for them. Schools in urban industrial locations need great flexibility in developing new programs which revitalize school studies for students who secretly suspect that in two or three years adulthood will have arrived. These children become concerned about whether the future will come too soon, before they are ready for definite roles as producers in the industrial urban life. Their concern is more one of what they will do with their lives than what they will do when they go on to high school.

One of the urgent conditions today calling for realistic assessment by educators and laymen is the wide-spread occurrence of "under-achievement" —a casual reaction to learning, school, and social responsibility. Studies and pilot programs are needed which will help to throw light on the question: how much and in what ways is this attitude due to lack of challenge and guidance in the educational program, and how much of it is a symptom of the cynical responses of adults generally to their life and times—a symptom caught and reflected by children in their reactions to studies? Up to now we have often tried to solve this problem through many forms of grouping "those who don't care," and systems of pressure or punishment.

Another matter of import, introduced previously, is how we are to change the direction of junior high organization from that of the large impersonal collective of 2,000 early adolescents to one of a group of small learning communities in one school. The small integrated human community for the student would be a group of two to three hundred students with its own faculty, administrative leadership, program of studies, enrichment and exploratory activity, and its own guidance personnel. The "small school" faculty would operate as a team and would come to know well and care about all the students in their unit. A great motivation in learning would be likely to result from such settings where students could be so closely supervised and supported in their education and human development. Too, teachers would find more gratification in their work. They would no longer individually have to assume total responsibility for 150 unknown pupils with an unknown future who come and go on the hour all day.

At least part of the student's problem of controlling his impulsiveness should be mitigated through a sense of belonging and a more personalized relationship with his teachers. One school of 2,000 pupils, now organized on the basis of two small self-sufficient schools in each of the three grades, reports a major reduction in behavior which ordinarily involves disciplinary measures.[2]

Throughout the New York University Conference, the educators repeatedly emphasized the importance of new pilot programs in teacher preparation and in-service development for junior high school teachers. There was consensus on the point that the teacher must not teach and relate him-

[2] Samuel Gompers Junior High School, San Diego. Dr. W. Jack Stone, Principal.

self to early adolescents as though they are either overgrown—heavier and taller children, or fully developed adolescents who have regained their physiological and emotional balance and the sense of direction. Much of the future of the junior high school's effectiveness will depend on how sensitive and informed the teachers become regarding the conditions within early adolescents and the cultural realities without that are shaping their views and confidence about ways of life to bring with their generation. Early adolescent psychology of a generation ago may not help us much today in understanding and teaching youth. We need to bring ourselves up to date in the study of adolescent perceptions of self, social order, ethical guide lines, and of the opportunities modern life presents to fulfill yearnings for personal significance, love, and creative work.

JUNIOR HIGH SCHOOL—YES OR NO?

Although 3,500 school systems today have junior high school divisions encompassing more than 2,000,000 pupils, many educators are questioning the superiority of the plan over the old 8-4 system.

Last spring, the High School Teachers Association of New York called for discontinuance of the junior high program and a return to the old 8-4 plan. In St. Louis, which does not have the junior high program, Dr. Philip J. Hickey, school superintendent, said that the schools tried to establish the system, but the community rejected it.

Here are some of the arguments:

1. The junior high school takes one year away from the high school program. Colleges are interested in student records from grades 9 to 12, and many guidance counselors are hampered by having to evaluate the college potential of students in the two years—tenth and eleventh grades—when they see the students.

2. Good teachers trained for junior high teaching are hard to find. As a result, many school systems must rely on teachers trained for elementary or high school.

3. Students under this program have to make not only an adjustment from elementary to junior high school, but also from junior to senior high school.

4. It is more expensive to operate a 6-3-3 program.

On the plus side, junior high proponents such as Superintendent Hobart M. Corning of Washington, D.C. feel that the 6-3-3 system has much to recommend it. The large number of students enrolled in the seventh, eighth, and ninth grades allows for departmentalization and other specialized types of programs. Dr. Corning cites such advantages as:

1. The junior high school meets the need of early adolescents better than any other plan of school organization.

2. It provides a more varied curriculum and provides opportunities for students to choose electives on the basis of their interests and abilities.

3. It lends itself to grouping in accordance with ability, so that subject matter can be presented more effectively.

4. It makes it possible to organize special education programs for mentally retarded, emotionally disturbed, and socially maladjusted students.

5. It is possible to establish effective health and physical education programs geared to the needs of this age group.

6. It permits a gradual transition from the one-teacher system of the elementary school to the complete departmentalization of the senior high school.

Junior high school officials insist that education would be set back half a century if this system were abolished.

About half the school systems in the country, mostly urban ones, operate on the 6-3-3 plan.

—Guidance Newsletter, November 1957

Improving Education on the American (not Russian) Plan

By WILL FRENCH*

The Russian sputniks have sent a chill up and down our public's spine. Some have jumped to the conclusion that Russian scientists are better than ours when in fact, as former President Hoover has pointed out, practically all of the world's important inventions and developments in the physical sciences are of American origin; the telephone, phonograph, radio, television, radar, automation, and atomic energy—to mention only a few. Developments indicate that a more valid conclusion would be that Russian scientists have been encouraged and enabled by their government to make as rapid progress as they could whereas ours have been hampered by lack of money and have been made subject to what Dr. Vannevar Bush has called "political hacks."

But having jumped from fright to the conclusion that Russian scientists are superior to ours, some now jump to a second ill-founded conclusion that the Russian elementary and secondary schools must be better than ours. The particular weakness in our secondary schools most often mentioned is that the "elective system" permits students to dodge "hard" subjects and that they choose only "easy" ones. The truth of the matter is that in most high schools, at least half of each student's program is *required* of him and that these requirements are in English, mathematics, history, science, and health courses; most of which are the "hard" subjects they are charged with dodging. Moreover, the programs of the better students who are planning on going to college include even more courses in these "hard" subjects and usually include a foreign language in addition. The record also shows that the "better" students prefer the "hard" subjects and "hard" teachers and that in the larger high schools which offer several curricula leading to graduation, a student, having chosen a curriculum with his parents' consent, pursues a program with very few electives in it and that 60 percent of the scholarship winners in the National Merit Scholarship Tests select science and mathematics. In short, practically all our youth who have the ability to become the scientists, the mathematicians, or engineers of the future, are now taking the "hard" courses which would be required of them if we had no "elective system." If this tendency to over-value the Russian scientists and to admire their school system runs to its logical conclusion, the first thing we know someone will be proposing that we invite a Russian educator (a communist, that is) to come to America

* Emeritus Professor of Education, Teachers College, Columbia University, who now resides at 602 Buena Tierra Drive, Woodland, California.

to show us how to improve our school system. This will never happen, of course, but it does seem that our comprehensive high schools which are undertaking to provide suitable educations for all American youth are in for a tough time in the face of demands made by some who have been swept off their feet by their fears of Russian superiority in science and education.

There is no denying, however, that Rusia has improved its elementary and secondary schools more in the last forty years than we have. Nor is there any doubt that our secondary schools can be improved. In the last forty years, during which the Russians have been developing their educational system, American educators have been telling each other and trying to tell their publics that we needed to make improvement especially in our secondary schools. During this period, the public has been willing to make some improvements but the changes have not been as basic nor have they been made at as rapid a rate as in Russia. Now if the sputniks have induced this nation to give serious attention to the improvement of its whole scheme of education, here are some "made-in-America" suggestions which a number of leading laymen and educators have been advocating for some time past and which if acted upon by school communities will give us schools even better able to serve our national needs.

1. Show public respect for the ideas and proposals of trained experts *in their own fields of expertness.* They are not "longhairs" or "eggheads" but sources of valuable contributions to American life. (Discount, however, the expert in one field who pontificates in another field.)

2. Accord popular aclaim to the intellectual achievements of good students in high school and college equal to that customarily given to athletes.

3. Develop scholarship plans which will make it unnecessary for any good high school or college student to drop out of school for lack of money.

4. Expand our school's guidance services so that the particular strengths of students are discovered early in their school careers thus enabling them, their parents, and the schools to plan the most appropriate educational programs for them.

5. Provide finances from national, state, and local sources so that each community can develop under state guidance, the educational program it considers best for its students. Local and state sources of taxation cannot provide good schools in some states.

6. Spend this extra money:

   a) for increased salaries which will get and keep more good teachers in the schools. This year three out of four of the Ph.D. students in science and mathematics went into business and industry because it is the socially accepted thing to do and they could get bigger salaries there than in education.

   b) for better teaching equipment and supplies for use in classrooms, laboratories, shops, studies, and libraries so that students and teachers can make the best use of their time.

c) for new school plants and expansion of existing ones so that half-day sessions and over-crowded classes are eliminated and teachers have a chance to do the best job they can with their students.

7. As these things are done in the community, begin insisting upon higher and higher levels of professional competence in every classroom.

These are not wild and untried ideas. They are the ones many laymen and educational leaders in this country have been advocating for a number of years. They are the ones some of our school communities, which have been most seriously at work on their educational problems, have been putting into effect as best they could. We do not need to imitate Russia. A better way of improving our schools would be for each school community to plan together more thoughtfully, to invest more willingly and freely in education and to work harder at the task of enabling each school to become a better example of American education at its best.

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One Reason Why High Schools are Impossible to Administer: A Note to Teachers

By JOHN BARTKY*

High school teachers are prone to be extremely individualistic in the role they play in the school organization. They demonstrate little enthusiasm for cooperative endeavor, as they resent supervision and other forms of administrative leadership. When one considers the professed objectives of the high school, one is shocked by the indifference displayed by the teachers toward the coordinated effort designed to realize these objectives. Each teacher seems to be operating on her own, according to her own interests and values. It is as if the high school's major concern is not the needs of its pupils but the desires, wants, and interests of its teachers.

Any other organization than the high school which would tolerate so little productive teamwork, which would accept such impotent leadership, and which would be so indifferent to adequate organization created to realize its objectives would soon find itself socially and economically bankrupt. Fortunately, however, the high school remains solvent because it holds a monopoly and can absorb the cost of inefficient organization with an excessively priced, yet often inferior, product. Such a condition cannot long prevail, and it behooves all of us interested in the welfare of the high school to examine its organization and the organizational behavior of its teachers, as well as its product, to see what can be done to improve conditions.

From whence comes this teacher preference for looseness of organization, this individualism on the part of teachers, and this lack of concern for constructive leadership by the high school faculty? Has it developed on its own, or was it copied from some other organization? The organization of the high school has usurped the blueprint of another institution; the individualism of the high school teacher role has emulated this institution's roles; the disregard for leadership in high school has been copied from the same institution. The prototype for the organizational pattern of the high school, and the model for its culture, has been the university. Hence our problem becomes one of investigating why the university organizational structure is inappropriate for the high school, and why the professional role does not fit the high school teacher.

The success of any organization, including the university and the high school, rests upon a clear recognition and acceptance of its purpose by its members and upon the development of a coordinated effort tailored to achieve this purpose effectively. Such a coordinated effort defines a role behavior by its participants which facilitates the achievement of its goals. The organizational pattern, coordinated efforts, and role behaviors of an

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organization designed to achieve one purpose will not necessarily serve another. If the university purpose is different from the high school purpose, it is naïve to assume that university organizations, administration, and status roles may be co-opted by the high school.

The purpose for the university is to protect and nourish the scholar in order that he may be free to pursue his quest for knowledge. The purpose for the high school is to facilitate the teaching of the adolescent in order that he may become a useful man and a good citizen. Teaching pupils is a minor consideration of the university and is often looked upon as a sort of necessary annoyance. Teaching pupils is the only consideration of the high schools, and those teachers who think of teaching as an annoyance have no place in that institution.

Let us investigate how this divergence in the objectives of the two institutions has and should affect their administrative philosophy. Originally there were no universities; only scholars seeking knowledge, who supported themselves in this effort by teaching those students who would pay them. One of the first universities established in Bologna, Italy, in the eleventh century A.D., was a guild of scholars organized to protect against student guilds who were boycotting instructors in the hope of cutting tuition rates. This university guild never in any way attempted to control its members' scholarly activities and protected them against attempts to take them over by church, government, and others.

This concept of the university as a protective and permissive organization has prevailed up to modern times. It was described as follows in a definition of "university" prepared by a committee of professors from the University of California and Stanford University in 1946:

1. The true university is pre-eminently a company of scholars.

2. The true university is pre-eminently an institution of free inquiry and disinterested report.

3. The true university affords a maximum of opportunity for scholarly endeavor. This means that the professors are not hired men, employed to execute the policies of others.

As a consequence of such a definition of purpose and organization, the entire university culture has become defensive in its attempt to protect the professor's right to be individualistic. Its expressed attitude toward administrators is indicative of this defensiveness. For example, consider the statement of Flexner: "Efficiency in administration and fertility in the realm of ideas have, in fact, nothing to do with each other except perhaps to hamper and destroy each other." Administrators are kept in their proper low status by faculty jokes: "An assistant dean is a mouse learning to become a rat."

The college professor's intense drive for total freedom of action and his almost paranoic hatred of administration probably have Freudian as well as scholarly geneses. Despite this, high school teachers, aided and abetted by education professors with inferiority complexes, and anxious

for university academic respectability, have adopted the university philosophy of administration together with the defensive role of the university professor. High school teachers have announced their independence, they have shouted out their defiance of administration, and they have let their employers, the people, know that they are not to be treated as "hired men employed to execute the policies of others."

But none of the conditions that pertain to the university apply to the high school:

1. The true high school is not pre-eminently a company of scholars.

2. The true high school is not pre-eminently an institution of free inquiry and disinterested report.

3. The true high school need not afford a maximum of opportunity for scholarly endeavor. High school teachers are hired men and are expected to serve the democratically determined policies of the people.

Saddled with a purpose that does not pertain, burdened with a coordinated effort that is not relevant to its purpose, and harassed by teachers playing a non-cooperative role, the high school is finding it difficult to carry on, for the high school must direct its efforts to the whole pupil and not to professional atomisms. This calls for a well-integrated educational attack —a cooperative teaching endeavor. It also calls for a curriculum which has unity and coherence—qualities which do not emerge from a curriculum-building enterprise in which each so-called contributor fights for his specialization and in which the most belligerent specialist has his own way. Finally, it calls for a strong, intelligent administration which has the support of its teachers rather than their contempt.

The high school teacher performs no worthwhile function when he plays the professional role in the high school organization. He functions only when he behaves according to the role designed to meet the high school purpose; the role which is cooperative, integrative, and submissive to the wishes of the public as interpreted by the administrator. Although he may find it ego-satisfying to play at being a scholar in mad pursuit of ephemeral knowledge, it should be even more ego satisfying for the high school teacher to contemplate that he feeds souls and does not confine himself to hunting for food which only gluts the mind.

In order to do his job satisfactorily, the high school administrator caters to, rather than opposes, the abnormal desire of the teacher for independence. He flatters him into believing that he can do as he wishes, a form of hypocrisy that should be resented but is not. No longer does the administrator give orders to the teacher. He never bluntly demands, "Do this!" Rather, he resorts to a form of complimentary indirection which is supposed to impress the teacher that he has a choice of action even when he does not have such. The administrator humbly petitions the teacher rather than orders: "If you feel so inclined, would you please consider the worthwhileness of doing this? If you react favorably, do you suppose you might do it?" Twenty-five words wasted when two would have sufficed—and even

then the teacher is left uncertain as to his obligation! All this to do mouth-honor by way of recognition of an absurdity in the high school teacher culture that insists that the teacher is absolutely independent of direction.

The high school teacher rationalizes his extremely individualistic behavior by insisting that he is only practicing his democratic right. As a matter of fact, the word "democracy" is interpreted in the high school as a laissez-faire approach in which only the administrator is subject to any control. Frustrated by so loose a definition of democratic administration, and anxious to please his teachers, the high school administrator has taken to inviting the faculty into the making of administrative decisions. This kind of participation is assumed to be the ultimate in the democratic process when in reality it is nothing more than an extremely wasteful sham! The big job, the position of highest status, in the high school is rightfully that which is concerned with teaching. Administration merely serves teaching, and when the teacher is invited to participate in administration he is really lowering his status from teacher to teacher's servant. Every high school teacher worth his salt should resent being taken away from his teaching efforts to engage in such administrative activity as assigning rooms, class hours, or keys to the faculty washroom. One does not hear of high school teachers fighting for the privilege of participating in the sweeping out of the building; why are they so anxious to take part in administration, an activity of equally low status?

You high school teachers who insist upon complete freedom of action; you high school teachers who must relieve your feelings of insecurity and satisfy your ego by participating in administration; you high school teachers who frustrate functional leadership and usurp its prerogatives — please recognize these facts: You do not need the independence of the scholar, for your job does not call for scholarly research. You must cooperate with your fellows, for you are working with a whole child, not a disarticulated body and mind. You must accept leadership, because an organization without leaders is an anarchy and has all the weaknesses and selfishnesses of such an uncooperative arrangement. Because you must work together, the behavior of the university professor is inappropriate to your needs. The cap and gown is neither becoming nor functional for you. Take it off and display unashamed that which makes you a high school teacher: love and consideration for the whole child and his problems; respect for the organization you represent and desire to the maximum of your ability to contribute to its welfare.

Wake Up Mathematics Teachers

MATHEMATICS—IN RAGGED CLOTHES

—it needs modern attire

Much of the mathematics taught in the high schools of the United States today is ancient, outmoded, and useless for present-day needs.

Modern mathematics must be introduced into the high school curriculum as rapidly as possible.

This is the opinion of Howard F. Fehr, president of the National Council of Teachers of Mathematics, and a professor at Teachers College, Columbia University. You'll be hearing, reading, and seeing a lot about Dr. Fehr, because he is the leading exponent of a movement seeking to throw out the old and introduce new substance, new insights, and new methods into secondary mathematics.

Algebra is old-fashioned

Take algebra. Some of the formulas we teach today were known to the early Babylonians. Polynomials date back to the fourteenth century. "In general, there is nothing in high school algebra as it exists today that was not known and in the books 200 years ago, and most of it dates back to the fourteenth, fifteenth, and sixteenth centuries," says Dr. Fehr.

Meanwhile, during the last 100 years there have been developed "a number of significant creations," which could have "an impact on secondary schools."

Or, consider geometry

High school geometry is over 2,000 years old, says Dr. Fehr. So-called modern or college geometry is neither modern nor college—most of it dating back to the Greeks, plus a few discoveries of the nineteenth century.

The picture is dark

In teaching mathematics in the high school years, we accomplish little that is worthwhile, essential, or meaningful. A ninth grade student usually learns a set of senseless operations with which he can do little away from the classroom and his textbook. In the tenth grade, the student gets an introduction to Euclidian geometry (the age of space requires non-Euclidian concepts). In the eleventh year, the student reviews the meaningless algebra of the ninth year "in exactly the same way, with more complex situations."

The grandest fiasco . . .

In a recent speech, Dr. Fehr said: "The twelfth grade is the grandest fiasco of all mathematical programs." The half year of solid geometry usually taught can be learned in two weeks, he claims. The geometry of the

sphere is buried under a heap of useless applications. These exercises are then capped by a couple of months of trigonometry, most of which is useless, according to Dr. Fehr.

Modern attire for math

While American teachers have been busy with an ancient and structureless mathematics, mathematicians have been creating new and improved concepts few of which have reached the classroom. The gap between modern math and classroom math is wide and deep.

Says Dr. Fehr: "By the elimination of no longer useful mathematics, and by the reorientation of our teaching of algebra and geometry, we shall gain time and place to introduce the newer and more powerful concepts and skills of contemporary mathematics. We shall thus create a program consistent with our present culture and equal to or better than that of any other secondary school in the world."

WHAT MATH WILL LOOK LIKE

—a decade from now

When high school mathematics takes on a modern attire, here is what it will look like:

1. The artificial separation of algebra, geometry, and analysis will be eliminated.
2. Solid geometry as a separate course will disappear from the curriculum.
3. The logarithmic solution of triangles will be dispensed with.
4. Trigonometry will become an integral part of analysis and will no longer be a separate subject.
5. A fundamental concept—that of sets—will dominate mathematics in the years ahead.

> Students will learn that addition is finding the union of disjoint sets . . . Substraction is finding the complement of sets . . . A line is a set of points . . . An angle is a union of two rays whose sets are not disjoint . . .
>
> Where the set approach has been tried out, it has evoked far more interest and motivation for study than the usual mechanical, puzzle, and so-called applied problems . . .
>
> Set theory is very closely related to many new applications of mathematical theory to engineering, social, and scientific problems. It is not a fad . . .

6. Probability and statistical inference, a science that grew out of a gambler's interest in his chances to win (de Mere, seventeenth century), will be introduced in the twelfth year of math.

7. Algebra of the near future will deal with such topics as groups, rings, fields.

8. Euclidian geometry will take a back seat. There will be geometry of three dimensions.

9. Statistical reasoning will become a part of many phases of mathematical instruction.

10. The historical development of mathematics will be given greater attention in all classrooms.

—Ed. Press Newsletter, November 1957

FIGURES SHOW STATUS OF SCIENCE TEACHING IN FIVE HIGH SCHOOLS OF COUNTY

Science and mathematics are not being "neglected" in the smaller high schools of Sonoma County, according to a survey conducted last month by Lesly H. Meyer, secondary co-ordinator for the County Schools.

The five high schools surveyed were Analy, Cloverdale, Geyserville, Healdsburg, and Sonoma. All five provide courses in chemistry and biology, with four providing courses in physics. One school offers a year of advanced biology, one a year of vocational chemistry, and one a course in radio science. Four of the schools also teach a year of general science.

The picture proved similar in mathematics. All five schools offer Algebra I, while four also offer Algebra II. All five provide geometry, trigonometry, and solid geometry. Four schools have courses designated as general mathematics; two, business arithmetic; three, practical mathematics, for upperclass students. One has a "mathematics laboratory" for remedial work.

Though the two smallest schools have a problem arranging some class in science or math large enough to justify the cost of instruction, this problem is solved by alternating certain courses. At Geyserville, physics and chemistry are given in alternate years, and are thus available to all students. At Cloverdale, Algebra II and trigonometry are likewise given in alternate years.

Preparation of teachers for science teaching in Sonoma County High Schools seems generally adequate. Of the fourteen teachers handling one or more science classes, ten were science majors. The other four had either science minors or additional post-graduate training.

The picture was somewhat different in the mathematics field, however. Of the sixteen teachers giving one or more courses in mathematics, only five had a mathematics major. But ten had minors in mathematics, and one had neither a major nor a minor.

The science and mathematics teachers are found working in other subject areas—music, English, physical education, driver training, typing, world history, publications, social living, mechanical drawing, shop, and home economics.

On the surface, at least, it would appear that the teachers in these five schools—as far as science and mathematics are concerned—are to a degree "specialized," but not, however, narrowly confined to a given subject.

Of the 2,646 total enrollment in the five schools, as of November 8, 1,382 were taking at least one course in mathematics, and 1,287 at least one course in science.

—Sonoma County Schools Bulletin, December 1957

Current Events and Materials in Adult Education

By E. D. GOLDMAN*

Adult education has continued its marked growth in the State of California commensurate with the growth in the population of the State. Problems facing the nation today are being reflected in the kinds of classes which adults are attending. Despite the fact that the United States has an outstanding educational system, two million adults have never had a formal education of any kind and sixty-seven million adults lack a high school diploma. Although California has a higher average for completion of high school than most states in the nation, thousands of youngsters have never completed high school. In addition, due to the influx of adults from other states, many more thousands in California lack a high school education. The need for a high school diploma is evidently becoming more apparent to many citizens who failed to recognize the importance of the diploma when they were teen-agers. In practically every school district in the State, reports indicate that the number of adults returning to schools to obtain their high school diplomas has increased from 10 to 25 percent.

Trends

Statistics released by the Bureau of Adult Education reveal that 436 adults received elementary school diplomas during the year 1955–56, 7,712 received high school diplomas, and 732 received junior college associate arts degrees. In addition there is a marked trend toward more academic education even for those who have obtained a high school diploma. Of the 686,778 students enrolled in adult classes in California over 20 percent are enrolled in academic subjects. Citizenship and English for the foreign born, followed by business education, are second and third in percentage of enrollment. In contrast, there has been a marked decrease in the enrollment in craft classes.

Adult education, however, is not limited to the under-educated. In a nation undergoing startling changes in technology, in communications, and in political processes, the educated must also be served. It is well recognized that learning opportunities should not be denied those who have passed the compulsory school age. In facing the new concepts of atomic energy, automation, and electronic development, the adult must continue to be mentally alert. All agencies of adult education must continue to be mentally alert. All agencies of adult education must continue to offer programs which will serve the needs and interests of the people. These needs and interests at the

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present time are being served in California through both public schools and community agencies.

State Advisory Committee

The public school agencies serving these needs are the University of California Extension Division, the State College Extension programs, the extended day programs in the junior colleges, and the programs listed under the adult division of the secondary schools. In order to insure adequate coverage of the entire State and to minimize duplication of efforts, Roy Simpson, State Superintendent of Public Instruction, and Robert Gordon Sproul, President of the University of California, reactivated a State Advisory Committee on Adult Education. This committee, consisting of three appointees from each of the above-mentioned divisions, meets twice a year, acting in an advisory capacity to the Department of Education, and to the University. The committee has worked diligently in forming a workable set of principles covering the relationship between and among the public adult education agencies in the State of California. Agreement has been reached that cooperative agreements among public agencies of adult education should be designed to enable each institution to offer the classes or programs which it is most competent to provide. The purpose of such agreements is not to establish exclusive jurisdictional rights for any public agency as an end in itself. The combined facilities being public, exist only to serve the people of the State and the right of citizenry to participate freely in these facilities should not be abridged.

The advisory committee believes that most of the difficulties among public adult education agencies have been due to failures in communication. Therefore the committee has recommended the making of clear-cut procedural arrangments to insure adequate communication between public agencies. It has been agreed that local chief school officers should play a major role in expediting this communication.

The committee recognized the primary responsibility of local boards of education for the management and coordination of community programs of adult education. In specific localities where a program of wider scope than that offered by the local district is in effect, steps should be taken to appoint a chairman who will effect coordination between the different agencies. It was further agreed that responsibilities should not be allocated arbitrarily. In any given community responsibilities will be determined only after negotiation which is based on clear communication.

The committee considered that the most critical guide lines were those prepared for the local committees, because here the practical problems of minimizing duplications while still insuring an over-all coverage of all adult needs would be solved. In order to facilitate the meeting of local committees and to help determine where local problems may be resolved through the formation of such committees, Stanley Sworder, Chief, Bureau of Adult Education, has been appointed by Roy Simpson to represent the State Department of Education, and Paul Sheats, Director, University of California

Extension Division, has been appointed by Robert Sproul to represent the University. These two men will resume the visitations begun by George Mann (retired) and the late Baldwin Woods. The advisory committee suggests that any local administrator who feels the need for consultation on adult education request a visit from the new team.

Meetings

In November 1957, California was host to two national adult education conventions. These combined with two State conventions created a unique and exciting week of programs for those interested in adult education. The California Council for Adult Education representing the adult teachers in the State met on Sunday, November 10, and then joined the California Association of Adult Education Administrators in its meeting on Monday and Tuesday. The Administrators Association in turn dovetailed its program with that of the National Association of Public School Adult Educators which convened on Monday evening and continued on through Wednesday afternoon. This was followed by the conference of the Adult Education Association of the U.S.A. which met Wednesday evening through Friday evening. This series of meetings gave the adult educators in the State of California an oportunity to demonstrate the excellence of their own programs and at the same time to share with educators from all over the country many stimulating experiences.

Coming events which should be worth while for adult educators are, the California Association of Secondary School Administrators convention in Los Angeles, March 28, at which there will be three sections dealing with adult education, and the Workshop on Adult Education sponsored by the State Department of Education and the University of California which will be held in Santa Barbara beginning Thursday evening, July 17, concluding Saturday noon, July 26. This biennial workshop, one of the most successful ventures in the conference field, attracts a highly selected group of non-professional as well as professional personnel interested in public school adult education.

Publications

For the first time in the history of the U.S. Office of Education the department has included adult education as an integral part of American Education Week. Therefore it is hoped that all California adult educators will make every effort to see that this is incorporated in their public school programs during American Education Week. A fact book, especially for this purpose, published by Ambrose Caliver of the U.S. Office of Education, gives pertinent information on such items as "Can Adults Learn?", "How Much Adult Education is Going On in the United States?", "How Much Does Adult Education Cost?", "What Responsibilities Do the Public Schools Have for Adult Education?", etc.

The National Association of Public School Adult Educators has published two books which should be of great interest to adult administrators.

Public School Adult Education—A Guide for Administrators and Teachers is a practical manuscript dealing with such topics as "Making the Curriculum Work," "Organizing Facilities for Adult Education Programs," "Discovering and Selecting Teachers," Financing Adult Education," "The Adult Education Administrator," etc. Several nationally known adult educators collaborated in this book.

Civic Education is the first of a curriculum series to be published by the National Association of Public School Adult Educators through a grant from the Fund for Adult Education. Arthur P. Crabtree, its author, is the head of the Civic Education Bureau of Adult Education, New York State Department of Education. For those interested in working on curriculum areas which are "hard to do" this book offers a practical approach to all of those public affairs problems which adult educators feel should be included in their programs that have long remained relatively dormant. The chapters include such sections as "Planning for Civic Education," "Forms of Civic Education," "Administering the Program," and "Evaluating the Program."

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What's Happening in California Secondary Schools

By WILLIAM N. McGOWAN*

WHAT'S HAPPENING IN FOUR-YEAR AND SENIOR HIGH SCHOOLS

A new program for gifted students has been authorized for experimental use at *Bakersfield High School.* The plan will permit math-science majors to accelerate their high school program. An experimental program in the liberal arts or humanities is planned for the future. The sequence of courses for the math-science program is as follows:

First Year:

English—double-starred
Algebra
World history—double starred
Foreign language (or another elective)
Physical education

Summer:

Selection would be made at the end of the freshman year.
Reading improvement program—½ unit
Literature course stressing wide reading—½ unit

Second Year:

English—classes of 20
Algebra and geometry—classes of 20
U.S. history—classes of 20
Foreign language—regular classes
Chemistry—classes of 20
Physical education

Summer:

Literature, at least ten volumes (following the "Great Books" plan)
Reports could be given orally to school personnel; attendance at classes not required—1 unit

Third Year:

Government and driver education—½ year
English 12A—classes of 20—½ year
Mechanical drawing—classes of 20 or elective
Foreign language—regular classes
Physics—classes of 20

* Executive Secretary, California Association of Secondary School Administrators.

Trigonometry and algebra—classes of 20
Physical education and health

General Characteristics of the Plan:

Students would be graduated with nineteen units and would have to maintain a "B" average to stay in the program.

Participation in the program is on the basis of standardized test battery, grades, parent conferences, and other criteria. Selection will be made during spring semester of freshman year.

Size of classes justified on basis of service to students and reduction of time in school.

Planning the Program:

Over-all planning of the program is under the guidance of a special committee composed of teachers, counselors, and administrators. Next steps in development of the plan will be as follows:

1. Setting up of criteria for selection of students. It is expected that a multiple-factor approach will be used.
2. Planning the new courses by various committees formed from members of English, social studies, foreign language, science, and mathematics departments. This will include the writing of instructional guides and selection of instructional materials.
3. Selecting the students. This will be accomplished through the counseling staff on the basis of criteria mentioned above. It is expected that about twenty-five students will be selected late in the spring semester of this year. It will be necessary to do individual testing with the pupils and hold conferences with their parents.
4. Beginning the instructional program. Actual classes will begin next summer (1958) with two courses: reading improvement and literature.

Santa Ynez Valley Union High School was the first high school in the State to be accredited under the new *California Association of Secondary School Administrators' Appraisal-Accreditation Program*. Presentation of the accreditation certificate was made at a special ceremony held at the high school on November 26. Dr. George K. Drake, CASSA president, presented the certificate to Mr. Frank Giorgi, president of the Santa Ynez Valley Union High School Board of Trustees. Parents, students, and visitors participated in the ceremony.

Santa Ynez Valley Union High School also celebrated a sixtieth anniversary last year, and published an interesting volume containing a history of the school and biographical notes on all graduates as part of the commemoration. It is interesting to note that the first estimate for a school budget was $2,000 which included an $800 item for furniture and a $1,200 item for the school's first principal-teacher, W. S. Edwards.

The curriculum went as follows:

1st year: English (including grammar, Alhambra, and Twice Told Tales), algebra, Latin and word analysis, advanced arithmetic, geography, United States history, physiology, and bookkeeping.

2d year: Algebra, plane geometry, Latin (including Caesar and composition), English (including Tom Brown at Rugby, selections from Whittier, and rhetoric), and civil government.

3d year: Plane geometry, Latin (including Cicero and composition), medieval history, modern history, English, (including selections from English poets), classic myths, and physics.

4th year: Solid geometry, Latin (including Vergil, Cicero, and Caesar), English (including Merchant of Venice, De Coverley Papers, and composition), plane trigonometry, and a review of American history and the constitution.

Riverside County secondary schools now have a beautifully prepared course of study titled "Working and Living in Riverside County" available for use. The material has been made available by the Office of the County Superintendent of Schools. Contents of the book are as follows:

I. Riverside County: Our Home

Land and Legend
Your County Government and You
What Next? . . . Economic Trend

II. Career Considerations

Homemaking	Law	Business
Agriculture	Education	Industry: Skilled, Semi-skilled and Unskilled Labor
Medicine	Architecture	
Religion	Engineering	
Personal and Community Services	Art, Music, Drama and Writing	Communications and Transportation
40,000 Ways to Earn a Living		Before you Apply

Educating the blind:

The development of programs for blind pupils is meeting with increasing favor in public schools throughout the State. New programs for visually handicapped students were started last year at Carmichael, Manhattan Beach, Modesto, Monterey, and in Santa Clara County. This year the following cities and counties are beginning new programs for blind and partially seeing children: Decoto, Daly City, Napa, Santa Rosa, Walnut Creek, Whittier, Kern County, Pittsburgh, Redondo Beach, and Oroville.

SYMPOSIUM

Problems of Current School-Leaving Age Requirements

Introduction

By J. SMITH JACOBS*

With increased pressures being placed on secondary schools for more science, more mathematics, higher academic achievement, smaller classroom loads, more school buildings, and better all-round educational programs, little wonder that high school teachers, counselors, and administrators are constantly asking themselves, "What is my responsibility to the sixteen- and seventeen-year-old who doesn't want to go to school and isn't profiting from it?"

This symposium has been conceived not to produce an answer, but to stimulate thinking, discussion, and action. This series of articles attempts to bring out basic principles. In reading the articles, consider these questions:

"Is there an issue?"
"If so, where do I stand on the issue?"
"Is my point of view defensible?"
"If so, do I have any responsibility in trying to resolve the problem?"
"Should I, then, be doing something about it, or shall I wait for someone else, possibly outside of education, to start taking action?"

If this symposium motivates you to ask yourself these five questions and honestly to try to answer them, the contributors will consider their time well spent.

In a 1954 study of this problem by the author these observations and recommendations were made:

1. The hope for the future does not seem to lie in the area of legal decisions. The fact appears increasingly evident that the schools must turn elsewhere for the solution of their attendance problems. (Under Chapter V, Education Code).
2. The laws dealing with compulsory school attendance and those dealing with compulsory continuation education need to be clarified, modernized, and made consistent and enforceable.

* The *Journal* expresses appreciation to each author in the symposium, particularly to J. Smith Jacobs, Director, Pupil Personnel Service, Office of the Superintendent of Schools, San Diego County, who served as coordinator for the symposium.

3. There is a need for continued research in this area. Each school district should become aware of the factors affecting school attendance in its own area, and make itself acquainted with the causes for early withdrawal from school, and then set up machinery to take into account and counteract the influences that are causing early school leaving.
4. If it is decided that continuation education classes and schools should be a part of the answer to the problem, then provision should be made to have the schools involved in each district and county throughout the State conform to the law, and provide classes that will be conducive to helping meet the needs, interests, and abilities of the students they are to serve.
5. Our philosophy of education needs to be adaptable and flexible enough to include ideas regarding evaluating, grading, promoting, reporting, and child growth and development that are compatible with the best and latest research in the field.

A State-wide committee on Continuation Education recently wrote, "We believe that the people of this State desire, and subscribe to the principle that full-time school should be compulsory to the age sixteen and that for some who do not adapt themselves continuously in the regular school environment a modified program should be compulsory to age eighteen or high school graduation."[1] It is up to all of us to make up our minds whether or not we hold to this same belief. If we do, we need to start taking some positive action to institute the educational facilities that such a belief implies. If we do not, then we should start taking steps to eliminate the legislation and misconcepts that prevail because of it. At the present time we seem to have the choice of going along with a worsening situation until someone else takes some action to straighten it out; or of studying it, coming to some agreement about it, and working unitedly to bring about the changes that we feel are necessary and warranted, rather than accepting those that someone else might impose upon us. This appears to be a time of decision.

[1] "A Study of Continuation Education in California," *Bulletin* of the California State Department of Education, Vol. XXIV, No. 9, August 1955, p. 106.

Compulsory Education—Backgrounds and Issues

By EMERY STOOPS, HUGH D. LOVIK, and DAVID H. PAYNTER*

Living in today's complex social, political, and economic world has brought about a demand for high-level training found in no other era. The welfare of the individual and of groups, as well as mere survival, makes more and better education indispensable. The change from primitive simplicity to modern complexity has brought with it an ever-increasing need for intensified and prolonged education.

The origin of this nation in the New World was accompanied by a growing belief that education on a voluntary basis should be available to all as a service of the state. But the founders of this new nation had apparently not conceived the need for a compulsory program of public education.

From the early beginnings of the church-connected school came the seed of thought that, while undesirable, realistically compulsory education would become a requirement for a free society. Early advocates of compulsory education, such as Horace Mann, were strongly opposed in principle to the political implications of compulsory education, but they advocated required school attendance as a necessity to a universal system of tax-supported education.

Compulsory school attendance legislation was passed in Massachusetts in 1852 representing the beginning of comprehensive compulsory education laws in the United States. This law provided that all children between the ages of eight and fourteen must attend school for a period of twelve weeks per year. It is of interest to note that while this law was passed by the Massachusetts Legislature in 1852, it was not enforced for many years. Compulsory education did not become a reality until the turn of the century and its final acceptance was preceded by three decades of political battles. The failure of a voluntary program of education in the United States resulted in a general demand for a compulsory system of education. The last few states which held out against legislation providing for compulsory education finally joined together in bringing a required program of education to each of the forty-eight states.

Since 1900, with the advent of child labor laws, great progress has been made, until today the value and necessity of compulsory education is ac-

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cepted with little question. During this period, changes have extended attendance requirements of both the upper and lower age limits, as well as the length of the school year. Today, we realize the absolute necssity of maintaining an intelligent and responsible citizenry, and this can be achieved only by guaranteeing the highest possible level of education for our youth.

California took her stand with other states favoring compulsory education in March 1874. A bill was passed entitled "An Act to Enforce the Educational Rights of Children." This law was passed over the objections of those who cried "It is un-American," . . . "It is unadapted to our free institutions" . . . "It interferes with the liberty of parents." . . . "It arrogates new power by the government." As in other states, enforcement of compulsory legislation was spotty until early in the twentieth century. The present California laws provide compulsory attendance between the ages of eight and sixteen, and part-time attendance between sixteen and eighteen for those who have not graduated from high school. Such part-time attendance is entitled "continuation education."

The success of compulsory education in California may be noted in the increased attendance in schools, especially at the secondary level. While much of this increase is due to in-migration, a marked increase in school-holding power is apparent in the increasing percentages of students who graduate from high school. In 1874, at the time of the first compulsory education law in California, 31,422 or 22.19 percent of the 141,610 eligible children were not attending any school, public, or private. In contrast, a 1953 California study by McCreary and Kitch[1] reports that 90.5 percent of the youth between the ages of fourteen and seventeen were enrolled in school. This percentage would be even greater for those between eight years and fourteen years.

The increased percentage of children enrolled in school is encouraging. However, the number of high school pupils who drop out prior to graduation is a serious problem to the people of California as well as the nation. High school "drop-outs" include those students who do not graduate from high school and either leave high school entirely or obtain employment and remain in continuation school until they reach the age of eighteen. According to California enrollment figures, in 1951–52 approximately one-third of the students who completed the eighth grade failed to graduate from high school.

This serious drop-out problem, combined with the increased demands of an expanding technological age, requires of educators a careful analysis of the total educational program from the kindergarten through the high school grades and rigorous research on the problems discovered.

The following questions point to areas of needed research and readjustment if the program of required education is to become effective and if the holding power of secondary schools is to be increased:

[1] McCreary, W. H., and Kitch, D. E., "Now Hear Youth," *Bulletin* of the California State Department of Education, Vol. XXII, No. 9, October 1953.

1. Does the present school district organization foster a false feeling of termination?

2. Are the unified school districts taking every opportunity to use the resources of elementary and secondary teachers in meeting the students' problems resulting from individual differences?

3. Will improved internal organization result in greater holding power at the upper level?

4. Since students' attitudes toward education are developed by home environment, what steps are necessary to assist parents in providing an atmosphere favorable to more education?

5. Can a compulsory educational program become voluntarily desired?

6. Considering present employment practices are compulsory education laws realistic?

7. What is the high school's responsibility for the period between graduation and employment for those students who do not continue formal education?

8. Are schools meeting the future needs of youth or lagging behind society's technological advances?

9. What part does the secondary school play in encouraging graduation and advanced post-graduate education?

10. Is a high school counseling program sufficient, or should a counseling and guidance program be included in the elementary school to keep students in school longer?

11. How can the school continually evaluate its educational program against the standard of how well students meet with success after leaving school?

12. Should secondary schools of the State be evaluated by some agency to verify their adequacy and holding power upon youth?

13. Is the educational program successfully articulated from kindergarten through the secondary schools?

14. When additional content is needed in the curriculum is there an examination and revision of the internal construction of courses, rather than the automatic addition of new courses?

The background sketched briefly, points to student attendance in schools for more years and for a greater portion of the school year. A rising interest may be noted in a required twelve-month school term with appropriate vacations.

To overcome some of the weaknesses in present compulsory education procedures, research and subsequent revisions in basic procedures are needed. Secondary schools must continue to meet current and future needs of all youth. The administration of compulsory education becomes much simpler when students sincerely like school activities.

Review of the Current Situation in California

By LAWRENCE E. KOEHLER*

California ranks third in the nation in the percentage of youth fourteen through seventeen years of age enrolled in school. Ninety and one-half percent of the high-school-age youth are enrolled, as compared to 88.1 percent of the country at large.[1] In spite of these figures, there is evidence that the public schools in California lose about one-third of their students who drop out between grade nine and graduation.[2]

Because of enabling legislation and many gallant attempts, made over a long period of time by secondary teachers, counselors, and administrators, to help youth who wish to leave school before they graduate or attain the age of eighteen, California's educational system rates as one of the most highly developed in the nation. Few other states have tried harder to meet the special needs of special groups of children and youth, and few are doing as much for those that have special needs.

California is one of the thirty-seven states that has a maximum age for compulsory school attendance set at sixteen years. It also has a compulsory part-time school attendance law for youth sixteen and seventeen years of age who work or who have not graduated from high school. The legal adviser of the State Department of Education holds that the compulsory continuation law applies to every sixteen- and seventeen-year-old youth who has not exempted himself from it by attendance at a full-time school. An attorney-general's opinion and at least two county counsel's opinions do not concur. As a result there apears to be a difference of legal opinion as to certain compulsory aspects of the continuation education law.[3]

There also appear to be differences of opinion among secondary educators on the advisability of holding all youth in the regular secondary school until the age of eighteen. Upon at least three occasions when a poll has been made of administrative and supervisory opinion on the subject, the vote has been just about evenly divided—as many against as for. Consequently, many areas of the State apparently find this section of the law difficult to enforce, not only because of its questioned legality, but also because of the differences of opinion in the school ranks.

At least five attempts have been made to change the legislation dealing with the compulsory aspects of school attendance for youth sixteen and

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[1] William H. McCreary, Donald E. Kitch, "Now Hear Youth," *Bulletin*, California State Department of Education, Vol. XXII, No. 9, October 1953, Sacramento, p. 28.

[2] *Ibid.*, p. 30.

[3] Chapter V, Education Code.

seventeen years of age, all of which have failed.[4] Much of this failure has been attributable to the lack of agreement that exists among educators as to what is best for all concerned.

This problem is not easy to resolve. Some high schools are little affected by the legislation either way. Others find themselves dependent upon it for consistent and reasonable action in the light of local conditions and attitudes. Reasons for and against compulsory school attendance until the age of eighteen are presented elsewhere in this symposium and will be judged according to their merits.

One of the biggest issues in this controversy is the current compulsory continuation education law. A recent study of the problem conducted in eight southern California counties stated:

> . . . confusion reigns . . . as to whether or not time and effort should be expended in trying to enforce an unenforceable law. Each board of education and administration interprets Chapter V in its own way, deciding for itself how many 5 percent of its continuation students are, and whether or not it wants to have continuation classes, with little consideration being given to adjacent cities, or counties, or subsequent complications. In 72.4 percent of the California counties we find that no continuation classes or programs are offered by any of the high schools. Moreover, only fifty of the 158 high school districts in the State offer some kind of continuation education for the one-third of their teen-agers who drop out of school between the eighth grade and their eighteenth birthday.
>
> Parents hear that the law states things specifically in San Francisco, but that it is not interpreted to mean the same thing in Los Angeles. The same condition may well exist between adjacent counties, which clouds the issue even more. Teen-agers are confused and often made belligerent because of the differences in interpretation of the law and the degree to which it is enforced. Meanwhile school administrators are plagued by parents and youth who continually question their interpretation of the law because they become aware that there is room and reason for doubt. What is even more important, the faith of many youth in their adult society is often jolted by the indecision, the lack of structure, and inconsistency in the laws dealing with their education. This all spells one thing. Something definitely needs to be done about the weaknesses found in Chapter V of the Education Code, and inasmuch as the educators appear to be the ones farthest apart in the way they interpret the law and are regulated by it, they have the greatest responsibility to straighten the situation out.

The 1953 *Bulletin* of the California State Department of Education, "Now Hear Youth" by McCreary and Kitch gave a clear and concise

[4] 1947, 1948, 1951, 1955, and 1957.

picture of the failure of the regular high schools in California to meet the educational needs of a large segment of its teen-age population. It was thought by many that this publication would stimulate some action in this area. Results were, in the eyes of many, discouraging.[5]

The above study concluded after sampling practices in the eight southern California counties that: "(1) It would appear that the probation departments and county attorneys (of the eight counties) have many more common attitudes and practices in regard to the compulsory features of Chapter V than do the educators . . . (2) Educators in southern California cannot count upon legal action nor the courts to enforce the compulsory aspects of Chapter V except in a few isolated cases."[6]

There is a more positive side to the picture, however, for many schools are seriously looking at their curriculums and their extra-curricular offerings to see what can be improved in order to increase their holding power. Also, if schools are willing and able to make adjustments in their program for youth who have dropped out, judges are more inclined to work with them in hopes of finding an educational program that these youth fit into. Since there is little to point to in current research on the attendance of sixteen- and seventeen-year-olds who don't want to attend school, a check was made of five selected large school districts to see what they are doing in this area.

School A enforces, in practically every case, the policy that all persons attend some formal education classes until age eighteen, either in regular high school or in continuation school. They do permit students to leave voluntarily if:

1. They are severely retarded (as shown by tests of the school psychologist).
2. They are married and establishing a home.
3. They are ill and have a doctor's request to be excused.
4. They are more than two miles from public transportation.
5. They are wards of the court.

School B enforces compulsory education to the eighteenth birthday and indicates in correspondence that it is difficult. "In the county and surrounding communities the Continuation Code section is ignored . . ."

School C stated, "There are no exclusions as such. Students' parents were given opportunities to request an excuse from school prior to exclusion procedures being instigated by this office. Most cases involving excuses from school were caused by an extreme dislike for school and the authority vested in school personnel. A few cases involved economic necessity

[5] "Education and Employment of 16- and 17-Year-Old-Youth." Report of the Sub-Committee to the Research Committee, CASCWA, Southern Section, October 18, 1956, p. 2.

[6] *Ibid.*, p. 11.

for full-time employment." "My personal contacts indicate that students are trying to find full- or part-time employment to 'support' a car . . ."

School D endeavors to keep every young person in school until he has reached his eighteenth birthday. "Naturally, at times this is not always possible . . . a very small number are exempted under the 5 percent privilege. These are the people who really cannot adjust to any school."

School E "It has occurred to me that if we here did not give some thought to this problem perhaps someone else would propose legislation which might not be practicable in a large metropolitan area, but we would have to live with it." He proposed five possibilities for the sixteen- and seventeen-year-old youth:

1. Regular full-time high school.
2. A work-study program (4-4 plan).
3. Continuation education for those working at least thirty hours a week.
4. Social rehabilitation in a special school or in a special room in a regular school. "It would be better . . . if a social rehabilitation program could be established by providing money to meet excess costs similar to that provided for the point one and the handicapped."
5. Inactive enrollment—these young people would be carried on the rolls of the schools, and counseling would be available at all times.

The schools represented by the comments above are each doing what it believes to be educationally effective. Theirs is a difficult job appreciated only by those who realize the importance of the availability of guidance, placement, follow-up, and a professionally sound interpretation of compulsory attendance laws designed to challenge the true administrator and the master teacher.

Educators working in the area of continuation education point out that the concept of the students who are being served by the continuation education program has changed over the years. The idea of developing a busy work program to assist reluctant scholars under the age of eighteen who refuse to attend school or who are employed, has turned to one of trying to understand that the true reasons for dropping out of school lie not so much in native obstinacy or lassitude, but in a basic inability to conform to the pattern of education that has been established for most youth. If this particular group of youth, age fourteen to eighteen, is to receive equal educational opportunity, a different school program and kind of educational experience is necessary. This may well be one that places greater emphasis upon attitudes and application, rather than upon subject matter and college preparation, and which utilizes methods of instruction psychologically adapted to their interests, needs, and abilities rather than upon the demands of an adult society. The continuation educator will add that these youth

are handicapped because of behavior patterns caused by environmental and hereditary factors in virtually the same way that other persons handicapped by such factors are, and that they need the same kind of consideration and educational planning as do the other handicapped students if they are to succeed.

TEN MAJOR EDUCATIONAL EVENTS OF 1957

—an informal selection by B. P. Brodinsky, Teacher's Letter

1. Governor Faubus, Arkansas, orders national guard to keep nine Negro students from entering the Little Rock Central High School "to preserve peace and prevent violence."

2. President Eisenhower orders Federal troops to Little Rock "to enforce the authority of the Federal courts" and to assure the peaceful entrance of nine Negro students.

3. The U.S. Office of Education releases a report entitled "Education in the U.S.S.R.," pointing out Soviet advances in scientific education.

4. The House of Representatives defeats HR 1 by a vote of 208–205, thus killing all hopes for federal aid for school construction in 1957.

5. President Eisenhower, in address to State Governors at Williamsburg, Va., proposes that States take over completely long established federal-state programs.

6. The President's Committee on Education Beyond the High School issues its final report, calling for expansion of higher educational facilities.

7. The National Education Association concludes its centennial year, with plans for expanded services made possible by increase in dues from $5 to $10.

8. Secretary of Health, Education, and Welfare Marion Folsom completes draft of legislation designed to enlist the aid of the federal government in improving scientific education in schools and colleges, while at the same time strengthening entire publicly-supported systems of education.

9. Commission on Mathematics, College Entrance Examination Board, holds final meeting for purpose of releasing for publication new-type mathematics curriculum for the satellite age.

10. Educational Television and Radio Center announces that a "surprising total of 12,000,000 Americans" comprise present audience for educational television—not including the many thousands of pupils involved in closed-circuit TV instructional programs throughout the country.

A Probation Officer's Views on School-Leaving Age Requirements

By JOHN A. DAVIS*

Educators have for many years taken the lead in protecting youth through proper child labor regulations, and developing extended educational opportunities. It would be inopportune at this time to reverse this development, especially in view of present trends in our economy. The opportunities for the unskilled worker are becoming minimal, while the trained specialist is growing in importance. Where else is youth to get the opportunity for proper education and experience if not in school?

The probation officer in the final analysis looks at the problem of school attendance not much differently than the educator, legislator, parent, or leader of organized labor. The basic philosophy that went into the establishment of the Juvenile Court was protective in nature. The State was concerned with the welfare of youth. We want to do those things which will be in the best interests of youth and the community. The Juvenile Court, with its judicial powers, is in a position to work effectively with certain types of attitudes and behavior where the authoritative power of the court is necessary, and the casework services of the Probation Department under court direction can be utilized. To any community planning integrated service for youth, the Juvenile Court is an important resource. Its service can be used with those families and youth coming under the Juvenile Court law, where voluntary efforts on the part of schools have failed. It must be recognized that there is a great need now of developing proper treatment facilities for both boys and girls under the Juvenile Court, if we are to be most effective.

Educators and the National Labor Committee have developed excellent studies on the non-attender and the school drop-out. The fact that the schools have developed over the years special services both in and out of the school to better meet the needs of physically and emotionally handicapped children demonstrates official recognition and basic understanding of the problem.

The problem of children losing interest in, or rebelling against, school is a social problem, not one that can be eased or erased through legislation alone. The passage of laws lowering the age of compulsory attendance would merely transplant the problem student from the school to the community. The present problem of non-attendance and school drop-outs needs consideration in California, due to the mass migration of people during the past seventeen years. This has taxed and continues to tax school facilities. Planning to have enough classrooms and teachers to care for in-

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creased enrollment becomes a yearly problem of building and recruitment. A large percentage of the people who have moved to the State come from localities where compulsory-age requirements are lower or have never been enforced. This complicates the problem. Especially when, due to the heavy volume of students, the school's ability to provide individual attention or special services becomes limited.

The present compulsory attendance laws need to be enforced. California has long prided itself on having a compulsory attendance law which requires children to stay in school until they are eighteen. *In practice, however, the law is ineffectual for high school students over sixteen years.* Contributing to the poor enforcement has been the tremendous increase in student population and a lack of necessary school personnel and resources. The law has also been ineffectual because of exceptions in the law, the 1955 State Attorney's opinion on truancy, and the lack of interest in some quarters in enforcing school attendance beyond the age of sixteen years.

Probation officers know that a child who attends school regularly and is interested in school rarely becomes a delinquent. Those few who do, almost always turn out to be what are termed "occasional offenders." They rarely become recidivists. Therefore, some of the personal attitudes and emotional problems that are apparent in parents and their children contribute directly to the child's non-attendance. This is closely linked to maladjustment and delinquency. How often those working with the Juvenile Court have heard these same parents verbalize the fact that their children's delinquent acts and poor school history are due to the attitude of this or that teacher or school. Focusing the problem on some other person or agency certainly helps them evade the threatening experience of looking at themselves. These family attitudes and problems are cumulative in effect. The best opportunity of detecting these problems early and doing something about them is in the school setting.

Probation officers feel that the school offers a protective environment for children who might otherwise be problems, if they did not attend. What other programs exist for the sixteen- to eighteen-year-old? Once the child between sixteen and eighteen years has permanently separated from school, an impossible problem in planning a program with the family and child exists. The family's and child's attitudes and personality defects become intensified, with the resultant history of chronic delinquency.

Present attendance laws should not be relaxed. Some people ask "Why keep them in school if they are not interested?" But this begs the question. Arbitrarily to cut these children off from school and allow them to drift in the community is to give them an open invitation to become more severe problems. Probation officers know from experience what happens to these youth. A good percentage become the habitual unemployed; they marry and become parents with problems; they go on relief rolls; become inmates of correctional institutions or mental hospitals. It is worth the effort to help these youth at the most critical period of their lives, rather than turn our backs.

Studying the present problem, planning what to do, and coordinating services are difficult tasks. It becomes discouraging at times, and results are not entirely satisfying at the start. What can be accomplished will necessarily be measured by the tools or services at hand. In order to develop needed services trained personnel and facilities are required. These cost money. However, the costs are larger at the present time in custodial care or protection to the community for similar individuals who become community problems. Some projects which are being carried on which ought to be further studied and developed are:

1. Coordinated planning between all agencies offering services to the family and child so that these services may be integrated as much as possible. Youth problems become apparent in the school, but dealing with them effectively is the responsibility of the entire community.

2. Require attendance to eighteen years, or graduation. Make this possible by bolstering present services. It would seem there are adequate provisions in the present State Educational Code for the separation of youth from school, where individual physical or emotional problems make such action desirable.

3. Develop a Continuation program in all high school districts with the help of labor and industry.

4. Set up half-time work and school programs for pre-vocational training.

5. Coordinate the planning between the California Department of Employment and the school districts so that if full-time employment is desirable or necessary, it can become a fact.

6. Concentrate community effort to create employment opportunities for youth.

7. Develop a program patterned along the lines of the Civilian Conservation Program under competent direction. This program would offer youth a half-work, half-school program. The valuable work accomplished in preserving natural resources would more than pay for the program.

8. Hard-core cases involving serious truancy, incorrigibility, should be referred to the Juvenile Court for action. Provide adequate probation counseling services and utilize placements in foster homes, private institutions, or boys' rehabilitation camps, where indicated.

A total effort such as suggested above should help resolve this serious and widespread community problem.

A Legislator Looks at Compulsory Attendance Laws

By DOROTHY DONAHOE*

Behind the Assembly rostrum in the State Capitol and above a life-size oil portrait of Abraham Lincoln are these words: "Legislatorum Est Justas Leges Condere." Translated literally this defines our duties—"To establish the laws is the responsibility of the legislators."

We cannot legislate loyalty, integrity, and principles, but we can legislate to provide the "climate" for an educational background that can sustain academic and personal fredom, that alone can maintain these qualities. At a time when more and more education, more skilled and semi-skilled workers, technicians, physicists, and educators are needed, it is paradoxical to consider alleviating or curing educational headaches by an "expediency" tranquilizer such as lowering compulsory attendance age.

In a turbulently troubled world, the struggle persists between the forces of darkness and light, slavery and freedom. Only in free men and women is there to be found the true courage, wisdom, and understanding necessary to maintain freedom. And these men and women are free because they willed it so. Freedom is not free—its price must be paid for as each generation of citizens accept their inherent responsibilities. The free public schools which our forefathers founded so wisely and made such an integral part of our national life constitute the very lamp of this freedom.

For generations democracy has paid homage to the general thesis that the dignity and worth of the individual human personality is of first importance. At the White House Conference on Higher Education (Western Region) Dr. Robert Gordon Sproul wisely stated: "The American people who invented education for the common man, believe that education pays—and that the more people know, the more they want, the more they will earn, the more they will buy, and the faster the wheels of industry will turn. Above all, they believe that to have millions rather than hundreds of brains capable of learning to meet issues and solve problems is the only natural wealth on which a people may safely count on in perpetuity."

As a legislator, it seems to me that the basic original task of free public education was, to its founders, primarily to qualify the common man to meet his responsibilities to democracy and to God. After all this is the large so-called "middle class" group that Abe Lincoln said God must have loved very much because he made so many. To "dilute" necessary educational motivation from this group is to deny them the guided and guarded compulsion at an age when many, left to their own adolescent decisions, would drop out of school at the first obstacle or opportunity.

Have we forgotten to remember that the decisive chapter in the history

* California State Assemblywoman from Kern County.

of this century will be written by the boys and girls now in our classrooms? It is they not we who will have to decide whether this nation is to have peace or war, prosperity or depression, honor or disgrace, contentment or anxiety, survival or annihilation. All children have a right to realize the capacities they possess. This means proper educational programs for *all*—the gifted child, the so-called normal child, the mentally retarded and the physically handicapped. To do less is to renege on our obligation to provide and guarantee free public education to *all* children.

Surely as a nation we must perceive the close relationship of trained citizenry to the security of a free nation and the increasing importance of well prepared manpower and womenpower to our leadership role in a world community. With a world now half mobilized for the destruction of liberty, three-fourths illiterate, over one-half hungry, with several million young men in our own country rejected for military service in World War II because of educational deficiencies, it would seem that educational opportunities need augmentation, not retrenchment.

If further evidence of educational encouragement—not rejection—is needed the penal institutions can supply it. With an average age just under thirty years, inmates of the prisons have a low level of education but possess average intelligence. The largest single group of men sampled (15.2 percent) displayed, when tested upon admission, the equivalent of a sixth-grade education. More than 56 percent scored at the seventh-grade level or below. Only 2 percent rated as having finished high school or beyond while 6.5 percent were illiterate. They sorely lacked work skills, a most serious condition in a complex technological world where education in such skills is essential for successful adjustment. Who knows how many might not have become serial numbers or how many might yet be saved with properly trained guidance rendered *outside* a prison wall. This will require new concepts of counseling and vocational education. Habitual truancy, emotional disturbance and immorality are serious factors. Incarceration or isolation in themselves offer no answer. Ninety-eight percent of the present inmates must ultimately be released—either again to prey upon society or to take a responsible constructive place in the community.

Having been a member of the classified personnel for fifteen years as Registrar, in one of the largest high schools in California, I am fully cognizant of crowded classes, lack of buildings, and staff. As Vice-chairman of the Assembly Education Committee and a member of the Ways and Means Committee, I am aware of the mounting costs, the influx we can expect year by year, and the continually lessening ratio of available and qualified teachers. I have seen rude, habitually truant, and morally deficient students (so-called delinquents) in overcrowded classrooms with understaffed personnel thereby adding to an already heavy burden. But behind many of these students are ineffective parents, broken homes, social and moral situations that must be acknowledged and understood. To simply release these students indiscriminately at a lower age level is to compound our difficulties—not solve them.

True, this problem challenges. But since when have challenges been insurmountable obstacles? Except for extenuating circumstances, and then only upon recommendation of qualified personnel, or in cases of extreme economic need, no child should be permitted to be dismissed from school under age sixteen, and then only where work is found and/or supervised under proper jurisdiction. Continuation and trade schools should be critically analyzed. Where a high school diploma may be beyond the intellectual scope, a certificate of completion should be considered.

Have our educational patterns changed with the times or are we still cutting the cloth in 1957 with a 1911 pattern? Let's face it. In reality there are no misfit individuals. There are misfit homes, communities, schools, educational programs, methods of teaching, and misfit ideologies as they pertain to a given youth and his problems. We are living in a new era—an age of automation, guided missiles, and atomic energy. The educational program must be retooled to encompass all human needs. Counseling and testing systems should be broadened to assure that students who are "problems" can discover their true capacities. Even the little white mouse that cooperates with the psychologists by running through mazes, thus making his contribution to the solution of learning problems, must have goals, motivations, and tensions. The educational system must contain opportunities for individuals to achieve the feeling of successful and victorious accomplishment. True, many anti-social or "problem" traits are of long standing. To admit that desired changes in existing behavior or academic or moral patterns cannot be changed is to admit inadequacy in coping with problems that are part of the job of education. We cannot deny that desired changes can be effected by providing the individual with opportunities of acquiring new experiences. He can change. "Change" is the only constant in a field of intriguing variables.

A philosophy of life is caught, not taught. In the words of Jane Porter, "It depends on education to open the gates which lead to virtue or to vice, to happiness or to misery."

Retooling is always costly. Changes are never made without inconvenience. But as Walter Lippman states, "Our educational effort has not yet raised to the plateau of the age we live in—we must measure our educational efforts as we do our military efforts. That is to say, we must not measure it by what would be easy and convenient to do but by what it is necessary to do in order that the nation may survive and flourish. We have learned that we are 'rich enough to defend ourselves whatever the cost.' We must now learn that we are quite rich enough to educate ourselves as we need to be educated."

Students—even problem students—must be cultivated—not just tolerated. "Legislatorum Est Justas Leges Condere"—"To establish the laws is the responsibility of the legislators."

If we mean what we say when we espouse the cause of free public education to all people, let us practice what we preach!

Labor Looks at the School-Leaving Age Problem

(Editor's note: Several attempts were made to have a representative of labor contribute to the symposium, but without success. However, the following information which appeared in The American Workers' Fact Book, 1956, *published by the U.S. Department of Labor seems appropriate to represent the views of labor.)*

"Youth play an important, even if somewhat uncertain, role in the labor force. They are the beginners, the inexperienced, the unfulfilled. They need protection. They need guidance. They need a job in which they can develop themselves.[1]

"Each year about one and one half million youth enter the labor market for the first time. During an average school month, twenty-three out of every 100 young people fourteen to seventeen years of age are employed in full-time or part-time jobs.

"The story of the exploitation of youth in the past has often been told. And we in the United States are proud of what we have done to improve the conditions of youth employment, to assist youth in getting suitable employment, and to keep them in school. Much, however, still needs to be done.[2]

"Proportionately twice as many sixteen- and seventeen-year-olds were working in 1954 as in 1940, and far more of them were doing so while still enrolled in school. Their jobs, in other words, were more in the nature of part-time work after school hours, as compared with the full-time out-of-school jobs that prevailed in 1940.

"The proportion of youth sixteen and seventeen who remain in school, whether or not they are working, has risen 69 percent in 1940; 66 percent in 1944; 71 percent in 1950; and 78 percent in 1954. However, in 1954 almost one million sixteen- to seventeen-year-olds, and some 200,000 of the fourteen- to fifteen-year-olds were not in school.[3]

"In October, 1954, out of every ten boys not in school, seven were employed, one was seeking work; the other two were not engaged either way. Out of every ten girls not in school, four were employed, one was seeking work and five were keeping house. It is hard to believe that all of these young people who are neither working nor in school are engaged in activities constructively leading them into self-fulfillment. One suspects that many of them are simply waiting for something to turn up.

[1] *The American Workers' Fact Book,* U.S. Department of Labor, 1956, p. 31.
[2] *Ibid.,* p. 32.
[3] *Ibid.,* p. 33.

"The great majority of young workers find employment in agriculture or in the trade and service industries. Through the public employment offices and other helpful sources they get jobs in such occupations as sales clerk, stock and delivery helper, bus boy, dishwasher, baby sitter, telegraph messenger, and news carrier. Nevertheless many of them find more substantial jobs, such as clerical work in offices, selling in department stores and specialty shops, operating machines in factories, and working as telephone operators. As far as possible youth need help in getting jobs that will use their potentialities at the highest level. They need to be encouraged to continue with their schooling even while at work.[4]

"Obviously those under fourteen years of age . . . are not a source of manpower.[5]

"Child labor legislation in the United States is rooted in the American principle that a free people must be an educated people. The loss of schooling for the child who goes to work at too early an age is one of the serious results of child labor.[6]

"Now all of the States, the three Territories, and the District of Columbia have child labor laws regulating the conditions under which boys and girls may be employed. These laws usually include a minimum age for general employment, a higher minimum for hazardous work, a requirement that the employer obtain an employment certificate for the minor, a limitation on maximum hours, and the regulation of night work. Enforcement of these laws is usually placed in the State labor department.[7]

"Less than twenty years ago a child of ten or twelve years of age could be working in a factory or mine anywhere in the United States and the Federal Government was unable to step in and protect him. Until the Fair Labor Standards Act of 1938 went into effect, there was no national law setting rules about the employment of children in industry. It took the depression to bring home the lesson to the federal government that child labor was a drag on the national economy and a source of unfair competition among employers. Federal restrictions did much to prevent them (young people) from following the false lure of jobs and neglecting the first order of business–getting an education to fit them for fuller and more productive lives as adults.[8]

"Closely related to child labor laws are laws requiring school attendance. Now every State but one (The South Carolina school attendance law was repealed in March 1955) as well as each of the Territories and the District of Columbia has a school attendance law with an upper age of sixteen or higher. In thirty-seven of the States, all the Territories, and the District of Columbia, the upper age for attendance is sixteen. In the remaining ten States the upper age is seventeen or eighteen.[9]

"It is still true that although the laws specify sixteen, seventeen, or eighteen as the upper age, this does not mean that all children up to the age

[4] *Ibid.*, p. 34.
[5] *Ibid.*, p. 40.
[6] *Ibid.*, p. 251.
[7] *Ibid.*, p. 252.
[8] *Ibid.*, p. 257–258.
[9] *Ibid.*, p. 261.

specified must attend school. In over half the States children are exempted from further attendance if they have completed a specified grade, usually the eighth, and are employed; or if they are fourteen and employed; or if they meet both age and grade requirements regardless of employment. Other grounds for release from school in these States include home emergencies; farm needs; poverty or economic need; or distance from school, which may affect the isolated rural child. These exemptions seriously weaken compulsory school attendance laws.

"There has been a decided trend, particularly in the past decade, toward keeping children in school up to sixteen years of age. In a number of States exemptions for this age group have been eliminated. About one-fourth of the school laws now require children to remain in school until they are sixteen unless they have completed high school. One result of this is that in 1955, 96 percent of the children fourteen and fifteen years of age were enrolled in school as compared with 90 percent in 1940.[10]

(*Editor's note*): It is clear from the above excerpts that labor is in favor of youth completing their schooling, and laying the base for productive maturity. Almost all labor leaders reflect the same point of view. Their reasons are many, varied, and at times personal, but they all add up to—"Keep them in school as long as you can. Their education is important to their future." The trend appears to be that labor is becoming more interested in education and educational programs as time passes. "We are extremely interested in what is happning to the youth of this nation," one labor executive recently stated.

[10] *Ibid.*, p. 261.

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A Parent Looks at the School-Leaving Age Requirement

By GLENN ELLEN SCOTT*

The California Congress of Parents and Teachers has advocated for many years, and reaffirmed in 1956, these provisions: (1) a high standard for the educational program for all children from kindergarten through secondary schools; and (2) adequate programs of education and budgets for all continuation education and for counseling and guidance services. It authorized, in 1953, representation upon a State-wide committee to make a study of continuation education. It has supported legislation clarifying vital aspects of the continuation program. It has supplied for a number of years, summer scholarships for counseling and guidance services to teachers working in the field of guidance.

With more than thirty-six hundred units that reach into almost every urban or rural area of the State, the Congress has first-hand contact with the problems of education. Any problems of the school-leaving age requirements must be considered against the background of California. The State has progressed from a rural, agricultural society to a rapidly expanding industrialized one, in a period of comparatively few years. Employment has changed drastically in the last decade. From many, who formerly gained their livelihood from small areas of farming land, we now have fewer, operating larger holdings with highly mechanized equipment.

Evidence would seem to indicate that more education, rather than less, is needed in order for individuals to compete in the occupational market. Those students who have participated in work-experience programs have almost universally felt the need for additional education.

Once it was possible for young people daily to see many occupations, but industrialized society has removed the places where major work is carried on from the neighborhoods in which students of high school age live. Often barriers hide from young eyes the numerous activities and processes that are carried on inside, and which give to many workers employment and livelihood. This makes necessary the teaching of much that might be learned by contact. Because of this lack of knowledge concerning work activities that results from these circumstances, some young people do not have sufficient understanding about the education and aptitudes required by certain careers.

Good counseling services are needed for every high school student but especially for those who find it difficult to fit into the school program. Many reasons are given for leaving school but most surveys show that in fully 50 percent of the cases it is not lack of intelligence. If better counseling and

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guidance services were available for both the student and the parent, many students who drop out might be adjusted to a program in the school. Some parents, remembering the simplicity of their own early work experience, are not too interested in encouraging their children to seek more education. They need to be reminded that the economy has changed, and that more and more skill will be required for them to keep their places in the contemporary labor and professional fields.

To lower the age-leaving requirements would release more young people into a society that is not now equipped to take care of those who leave at the age of sixteen. It would also rob this country of this segment of potential ability, when it may be of vital importance to our very existence that they have more training. A survey recently completed by the U.S. Office of Education entitled *Retention in High School in Large Cities* by David Segel and Oscar J. Schwarm reveals trends that are alarming. One of the major problems confronting the nation today is the acute shortage of manpower. This survey shows that a substantial number of children leaving school are of better than average mentality, which indicates that neither the intellectual nor the manpower potentials of the schools are being used. The needs and characteristics of those leaving school should be carefully scrutinized so that the school curriculum may be planned to meet whatever is lacking.

Dr. Robert E. Burns, President of the College of the Pacific, who has spent the last two summers in Russia, in a recent talk pointed out that in Russia education is compulsory from the seventh through the seventeenth age levels. School is held on a six-day week with one hour less required on Saturdays. Students who do well in high school and who qualify for college are given free tuition and a stipend which usually covers room, board, and some spending money.

Each individual sees this problem from his own experience and living conditions. It must be viewed, however, from the broad over-all living conditions in which young people find themselves. To the person looking out over broad acres and rolling hills, it looks simple to find constructive, useful work for youth to do. That viewpoint does not take into account that in large urban areas crowded conditions and lack of opportunity may reduce the chances for work. Even in the rural areas mechanization has left fewer opportunities for youth to be gainfully employed. In other words, this is a problem whether seen from the urban or the rural areas. It places upon every segment of society the responsibility for helping young people to find a place for themselves that is satisfying and worth while.

In the study which was made on continuation education, it was found that there were many kinds of continuation programs in the State. Some areas had excellent programs and were doing an outstanding job with their young people. Other areas had no program whatever, and in between there were wide variations. There were indications that the worth of the program as at present administered was of questionable value. There were evidences that there were differences of opinion among the principals con-

cerning the justification of the continuation program. The leading causes for withdrawal from school before graduation or attainment of age eighteen were listed as follows by the high school principals: lack of school success, retardation, failure, lack of interest in, dislike of, or dissatisfaction with school, and an unfavorable home environment.

One study conducted within a month after the students dropped out of school reflected little dislike or dissatisfaction with school. Many others have shown that a lack of adjustment to the program or the environment of the regular full-time high school has been a major factor in withdrawal. This led students to drop out and secure full-time employment, which was frequently of short duration but which to them was a socially acceptable substitute for a school experience that had not been pleasant.

Now that a State Department of Education Committee has been set up it would seem that the whole problem might well be examined. Any consideration of the age-leaving requirements, must also include the "drop-outs" and those still in the secondary schools who are not well adjusted. Many of the problems of the future may lie within these groups and if even a partial solution could be reached it would save both expense and even greater social maladjustment later on.

The kind of program which is presented for these young people needs re-examination. Drop-outs need to be located long before they reach the point of withdrawal from school. Some of the things which have long been associated with continuation schools may need to be unlearned and even an entirely new program developed. Since it must include more than it has previously, support for the financing of such an expansion will be needed. This State may well give leadership to the whole country in the solution of a problem which will continue to increase until we are willing to come to grips with it.

WHAT TO DO ABOUT THE DROP-OUT

To make schoolwork more meaningful and less discouraging to the potential drop-out, the following steps are suggested.

1. Offer curriculum sequences adapted to the characteristics of students, beginning with the ninth or tenth grade. The present curriculum, the Office of Education points out, is better adapted to girls than to boys.

2. Offer a concentrated guidance program at the ninth-grade level, to help students make appropriate educational and vocational choices.

3. Since frequent transfer is one of the forces influencing students away from school, offer similar curricular sequences and subjects—at least within the same city—to make adjustment to a new school easier.

4. Reduce the hidden costs of education (books, lab fees, field trips, etc.), particularly the costs of participating in extracurricular activities.

5. Provide counseling and placement help for those who refuse to return to school, and try to get them to continue their education in some form.

6. If possible, modify the marking system so that students will be rated in relation to their own abilities as well as to the achievement of the rest of the class.

7. Group students according to their abilities, adapting both content and method to students' needs. Care must be exercised to avoid placing a stigma on those in low-ability groups.

—Guidance Newsletter, November 1957

Let's Keep Them in School

By JOHN L. ROBERTS*

In a recent study of retention in the high schools of larger cities (9) an attempt was made to follow all of the pupils who entered the ninth grade in those cities in 1951. The study shows that in cities of 200,000 to 1,000,000 in population, 60 percent of the boys and 65 percent of the girls remained to graduate and that in cities of over one million population 50 percent of the boys and 61 percent of the girls finished the twelfth grade. The holding power of California schools for the same period is considerably higher. A study by the State Department of Education (5) indicates that of the total number of pupils entering the ninth grade in 1952, 70 percent remained to graduate. Thus, it appears that we lose from one-third to one-half of the boys and girls of school age by drop-out during the four years of high school.

In many ways these drop-outs represent a tremendous waste of potential manpower. Viewed from the standpoint of society, these boys and girls are leaving school ill-prepared to function in our increasingly complex world. We are rushing headlong into a society which is more complicated, more scientific, and more technical than ever before. More and more, our young people are being subjected to propaganda and pressure. The emotional stresses induced by cold wars, military service, and, now, the race for space domination are mounting. Individuals, too, face greater problems than ever before. With the advance of automation the need for greater technical skill will increase and the demand for unskilled labor will probably decline. Even the skilled worker will be forced to find many of his life satisfactions outside of his job. It may well be that we must find a way within our democratic framework to increase our scientific and technical manpower or face domination by totalitarian groups.

If we are to reduce the number of drop-outs it is necessary to examine causes. There have been many attempts to determine why pupils leave school. Dillon (8) directed a study in which drop-outs from selected communities in Michigan, Ohio, and Indiana were questioned by skilled interviewers. He reports that 69 percent gave reasons connected with school, such as lack of interest, discouragement, failure, and dislike for teachers. Twenty-one percent listed financial reasons, and 10 percent gave personal reasons. A study of those who withdrew from the schools of Syracuse, New York (2), listed the single reason given by these school leavers. Sixty-one percent of the reasons were school connected and included such items as dissatisfaction with school, inability to see any relationship of school subjects to future work, overage, and difficulties with teachers. They included lack of personal funds, the lure of a job, and the need to help support

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the family. Sando (6) studied the first 100 sophomores to drop out during the year from eight high schools of Contra Costa County, California. Those who dropped out of school expressed much greater dissatisfaction than non-leavers in four general areas. The drop-outs reported poor social relationships at school, lack of personal interest either at home or school, inability to see value in school subjects, and limited participation in extra-curricular activities. In the study of the California State Department of Education (7) 500 pupils who had left school gave their reasons. Fifty-seven percent expressed dissatisfaction with school, 25 percent got married, 13 percent dropped out for financial reasons, and 5 percent entered the armed forces.

Many of the "reasons" cited above may not be the true causes of the drop-out from school, but they do indicate some of the characteristics of school leavers. Other studies round out the picture. A Science Research Associates Bulletin (1) notes four common characteristics. These are: lack of success in school work, little participation in out-of-class activities, placing of low value on schooling, and difficulty in meeting school costs. New York City set up a special project designed to reduce drop-outs. This study (3) lists the characteristics under four categories: problems growing out of personality and behavior, problems of the family, problems which are school connected, and financial problems. As problems of behavior, the study lists excessive absence, non-conforming attitudes, poor work habits, and aggressiveness. The families of drop-outs included not only broken homes, but families with unstable relationships, and homes characterized by psychological neglect, abuse, and rejection. Financial problems were indicated by the feeling of being poorly dressed, or of inferior status. This feeling was expressed much more often by girls than boys. School problems were listed as hostility toward school or teachers, parental indifference, under-achievement, and unrealistic goals.

Thus the composite picture of drop-outs seems to be one of boys and girls who have developed an inadequate and ineffective personality structure. They come from homes which are physically or psychologically inadequate and in which the family lacks consistency and stability. More often than not the family income is below average. At school these children find themselves in difficulty, educationally and socially. They express their frustrations sometimes by withdrawal, but more often by aggressiveness, hostility, and absence. When the law permits, or when they find a way, they become drop-outs. Any attack on the problem, then, would seem to involve efforts to strenghten the personalities of potential drop-outs, to improve family relationships, and to effect changes in the school pattern.

In considering ways of strengthening the personalities of potential drop-outs one is faced with the fact that a child's personality is the result, to a great extent, of his family. Thus, work with the family becomes imperative. The first step should be the identification of potential drop-outs at an early age. Using the characteristics already known, this should be fairly easy. Once the future drop-outs have been identified, several courses

of action become possible. For the persistently truant or those who already are exhibiting pre-delinquent behavior, family case-work should be initiated. A flexible yet enforceable compulsory attendance law should be enacted and enforced. Once parents and, by extension, the community are convinced that school attendance to age eighteen is the only acceptable way of life, drop-outs will tend to decline. Communities have found that "aggressive" case work with young delinquents pays off. We might well try an "aggressive" P.T.A. program. If parents in the economic and social groups which contribute the major proportion of drop-outs were actively encouraged to come to P.T.A. meetings and made to feel welcome and important there, they would encourage their children to remain in school. As these children reach adolescence and the drop-out age, they need the individual help of counselors and supervisors of attendance in weathering the difficulties which impel them to leave school.

The school itself has been blamed for a large share of drop-outs, and many suggestions have been offered in the hope of reducing the number of school leavers. Among these suggestions the provision of added guidance services has always had high priority. A study reported in 1956 (4) gives the results of one such project. One thousand pupils in four high schools of New York City were selected because they presented the characteristics of potential drop-outs. They were divided into experimental and control groups, and each experimental group of approximately 125 pupils was given the added services of a full-time teacher-counselor for a period of two years. The control groups received only the usual school services. The study indicates that, while there was little difference between the drop-out rate of the two groups, *both* groups had a graduation rate equal to that of the total population. Moreover, *both* groups showed better school adjustment. The study reports that it "seems to be that intensive work with teachers, revolving about individual students, results not only in the improved education and adjustment of the particular students involved, but also in the improved education and adjustment of other students in the classes of those teachers."

There is also a widespread belief that certain curricular changes would reduce the number of drop-outs. It is reasonable to suppose that if subject offerings could be tied more closely to the interests and abilities of these boys and girls, many would not welcome the first opportunity to escape from school. More serious than this, however, is failure to show these children some connection between achievement in school subjects and success in after-school years.

The social life of the school, especially the extracurricular activities, must be made available and appealing to the potential drop-outs. They do not tend to affiliate with the regularly organized youth groups of the community but rather to align themselves with "gangs" and other less desirable groups. A way should be found to capitalize upon this "gang" interest.

Every effort should be made to tie the school and the work of the community closer together. If these boys and girls can't be kept in full-time

classes they should at least be in part-time attendance. Work experience programs with school credit for the work done should be expanded. Continuation educational programs should be broadened. Night school and day adult programs should be made available for those who take full-time jobs.

In summary, it is suggested that more young people can be helped to stay in school if potential drop-outs are located early and worked with intensively to encourage them to stay in school. Extra guidance help should be extended to potential drop-outs and to their teachers. Subject offerings should be improved and their practical value demonstrated and aggressive work undertaken to absorb potential drop-outs into the social life of the school. It is further suggested that all children under eighteen years of age be considered the direct legal concern of the schools. For those who feel that they must work, offer part-time work experience, continuation classes, and continuing contacts with the schools. Adult day and night programs should be made *legally* available and re-entry into the educational system easy. Let's keep them in full-time if we can. If they insist on leaving let's keep the educational door as wide open as possible.

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Let's Let Them Go

By JENNINGS L. SNOODY*

Yes, in Los Angeles we do "let them go," but lest our readers get the impression we let them go with the carelessness and "joie de vivre" that the title of the article would indicate let's examine the record. Why do we let them go? How? By what authority, and most important under what conditions and into what? What is the history and background in Los Angeles that helped to develop the present philosophy regarding handling of the problem? What events led to Los Angeles "letting them go"? To observe that the sections in the California Educational Code relating to school attendance are confusing is certainly an understatement. Regarding the laws requiring a minor to attend school until he is eighteen years of age you can read into them almost what you will.

Bearing this in mind, for many years the Los Angeles City Schools interpreted the law to mean that compulsory education was enforceable to eighteen years of age. This was the general belief and was accepted almost without question throughout the system. This belief was strengthened by the support of the County Probation Department and the Juvenile Court. Only occasionally a skeptic who had read the law carefully, would raise a questioning voice. Acting upon this premise many petitions were filed in behalf of youngsters who were sixteen and seventeen years of age. Frequently, minors of these ages were sent to Forestry Camp or were placed in other twenty-four-hour institutions. It was a convenient prop on which educators could lean and some did so with a vengeance. The phrase, "if you don't behave" or "if you don't stop playing hooky, I'll file on you" became all too common. Then not suddenly, but glacially as such things move in educational circles, we began to look thoroughly at the sixteen- to eighteen-year-old situation, first with a question, then with doubt. Studies showed that rarely did youngsters of this age who were brought before the court for truancy become adjusted in school because of that action. In the vast majority of such cases other solutions, possibly outside of school, would have been better for the child, school, and general public. Now the shoe was on the other foot. The law had become not a crutch but a burden. We must file on these youngsters because we had no choice. Many subterfuges were resorted to in an effort to avoid the law and the situation became more and more untenable. Some administrators preferred to use the law as a method of discipline and others felt that any relaxation of the law would lead to a disastrous exodus from the schools. The lack of agreement as to what changes should be made served to maintain the status quo.

About this time, an event happened that affected the whole picture. In Ventura County a family hired an attorney when their seventeen-year-old

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son was brought into court on a truancy petition. Because of the arguments presented in the case, the judge ruled that the petition was not valid and compulsory education did not apply to that age. The case was dismissed.

Word of this precedent quickly spread, but because the majority of school people still felt that it was better for the law to extend to eighteen, it was decided to ignore this incident and attempt to go on as before. Other road blocks presented themselves. Local juvenile judges could not ignore the opinion of a fellow jurist and school authorities were warned that careful study of the law showed that minors were in fact compelled to go to school only to sixteen. County Council rulings and opinion of the attorney general supported this view.

Conferences followed and it was agreed that if the schools would attempt to get legislation through extending the law to eighteen, the Court would accept truancy petitions under the subdivision of incorrigibility. This was an awkward stopgap but would serve the purpose.

Under the sponsorship of the professional organizations in Child Welfare and Attendance, bills to amend the law were presented at three sessions of the legislature. Each time these bills were resoundingly defeated. If these solons reflected accurately the feeling of their constituency, the public did not want such legislation. Now many people in influential places were beginning to speak out against such laws. At great expense to the taxpayer were we "making criminals of youngsters?" In other words were we giving court records to minors whose only crime was that they were unable to comprehend school work? Were we not flexible enough in our curriculum to meet their needs? The feeling was growing that this could be true.

In 1953 Judge McKesson of the Juvenile Court resolved the situation by stating that since the compulsory law only held to sixteen he would accept no more filings from full-time schools involving pupils over sixteen years of age. Regarding the Continuation law, he felt that it was unenforceable because there was no penalty on the child, only on the parents. Rarely would a parent deliberately prevent a child from attending school, and consequently become liable under the law.

The news of this decision broke upon the school system like a bombshell. Reaction was mixed. Some felt that enrollment would drop by a great percentage; gangs of kids would roam the streets creating disturbances and committing depredations. Others felt that some administrators would now use this as a crutch and minors would be dropped from school at the age of sixteen on the slightest pretext.

In the midst of these conflicting feelings, the Child Welfare and Attendance staff attempted to steer a steady course. Among their duties was, of course, that of enforcing the school law. To do this well, as in any other job, one must believe in what he is doing. Out of the arguments pro and con regarding the age limit, the department developed a philosophy with which it could work comfortably. The people had said decisively the law should be only to sixteen. Now we knew there was no magic in that particular age, but the cut-off point must be somewhere, and the experience of the depart-

ment seemed to indicate that sixteen was a satisfactory time for compulsory education to end.

Investigation has shown that in other areas this has proved to be a workable school-leaving age. Detroit, for example, had experimented with compulsory education to eighteen. They finally reduced the age to sixteen, and, at last report felt that the lower age was much more satisfactory. In many sections of Canada, the upper age is sixteen and educators from that country have expressed no desire for higher limits. Other states in the United States felt the practical limit to be sixteen. With this background of experience, we were able to reassure the schools and to say with confidence that high school teachers would not be facing empty classrooms. Most administrators shared this feeling and felt as we did that the situation created an educational challenge that had to be met. Recognizing that there is certainly room for improvement we believe some progress has been made. A review of the methods used might be helpful.

When a minor of sixteen requests a work permit or for any other reason considers dropping out, the matter is carefully considered by school administrators. If he is a youngster who has potentialities not yet realized, efforts are made to help him see the importance of further education. The parents are contacted and all aspects of the problem considered. If the youngster needs to help financially at home, sometimes a part-time job will suffice, or other solutions may prove to be acceptable. Other boys and girls by sixteen years of age and before seem to have reached the limits of their educability. In such instances it is unrealistic to attempt to hold them to graduation from high school. When such minors are about to drop out they too receive the same counseling as the more gifted ones. It may be that they are capable of continuing by replanning their course or by changing to a vocational type of school. Perhaps a four-hour work—four-hour study program is the answer. If a full-time job is the only answer, the work coordinator will assist him to find work.

There still remains the youngster who is such a behavior or attendance problem that drastic steps must be taken. If all constructive efforts fail, the minor can be dropped from school. Actually, in such cases, the records show that when the matter can be discussed from the point of view that the pupil is not forced to attend school, but rather that it is a privilege to remain in school, the attitude of child and parent often show a remarkable change. Quite often something that was hated and considered worthless becomes valuable because of its unattainability.

The percentage who have dropped out due to the lowering of the compulsory education age has actually been very low. In addition, out of that number many return after a brief interval during which they realize they cannot find work at all or that they need more education in order to advance. In all such cases the minor seeking readmission has a new appreciation of the value of school and a greater determination to earn the privilege of attending.

At present there is increased emphasis on scholastic excellency in high

schools. Colleges are critical of high school graduates. Businessmen are outspoken in saying that the schools do not turn out a product that meets their needs. In such a situation, are stiffer laws the answer or should the compulsory school age be lowered and the present laws further weakened? The answer lies in neither direction. We cannot legislate a better educated society. The old adage that "you can lead a horse to water but you can't make him drink" is never better illustrated than in the field of education. This does not mean abolition of compulsory education laws. Up to a point they are good. Such laws prevent many younger children from dropping out of school. But at sixteen the majority of boys and girls have reached a degree of maturity which should give them a voice in shaping their destiny. Like other aspects of society, this is subject to change. Twenty-five, or perhaps even ten years hence, conditions may be different. At the present time a leaving-age of sixteen expresses the will of the people.

As communism becomes more threatening and America's position in the world becomes more tenuous daily, education is our greatest hope. To force children to stay in school is not the answer.

To sum up, a climate must prevail that allows every child to develop to the extent of his ability. This requires not more laws but more counseling and guidance in all fields and at all levels. Vocational schools and work-experience programs need to be greatly expanded. Only a beginning has been made. The gap between school and work is too great. It must be closed so that one supplements and meshes smoothly with the other. Far too many high school youngsters are struggling through courses that are completely unrealistic in view of their abilities. True, parents are often to blame, but education cannot escape responsibility. First, parents must be helped to understand the limitations of their children. They can become most valuable allies if they are not ignored nor dictated to. Next, pupils must be counseled in a practical way. Give them a chance to increase vocational skills both in school and on the job and by all means educate them for what they will be doing. Studies have shown that those who leave school early try many different jobs over a period of several years before settling down. Can we afford this expensive trial and error method?

Let's "let them go" but in such a way that no child is shortchanged on opportunity. Everyone should be as well prepared as possible for where he is going in the world that lies ahead.

Analysis of the "Let Them Go" Argument

By DWIGHT E. LYONS*

The composition of the present-day student body in the secondary schools is far different from that of a few decades ago when most compulsory education laws came into existence. Only a small percentage and much more select group of the teen-age population was found in high school at that time.

The "screening" or "weeding out" was a rather natural process. Most of the elementary schools extended through the eighth grade and many boys and girls were sixteen years of age by the time they finished the so-called grammar school. Those who were not possessed of normal mental ability were almost automatically eliminated from high school.

Economic conditions and social mores prevented a large number of boys and girls from attending high school. Urban concentration of population had not yet developed to any great extent. The majority of the people lived in rural areas.

The high school pupil of that period was very largely self-motivated and was interested chiefly in the academic course of study which led to college entrance.

During the past twenty-five years changing labor conditions, increased emphasis upon the value of a high school diploma, along with strong economic and social pressures, have resulted in legislation and other influences which have forced a much greater percentage of the youth population into high school. Consequently, schools are now confronted with the necessity of meeting the needs of a wider range of abilities, interests, and aptitudes.

Educators have made some valiant attempts to meet the needs of all those who are now found on their high school rolls, but major emphasis still remains on academic courses of study. Some school administrators feel that we should not depart very far from the traditional offerings in high school. This group advocates exposing every boy and girl to practically the same curriculum, with limited opportunity for flexibility or personal choice. Under this approach pupils are permitted to go as far as they are capable and upon reaching sixteen years of age, if they are not interested, or cannot make the grade, the solution is "Let Them Go."

The question then arises as to whether this is a satisfactory procedure. More important however, is the question "Is public education meeting its obligation to the youth of the nation?" In the opinion of this writer, the answer to both questions is emphatically "No."

Consider what happens to a large number of teen-agers between sixteen and eighteen. Many of them are unable to successfully pursue the course of study offered in their high school. The underlying causes are many and

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varied, and by no means all the fault of the school. After several semesters of failure there is a very natural tendency to seek some means of escape from an unpleasant situation. Disciplinary problems, unsatisfactory attendance, and anti-social attitudes are often the by-products of this process. Unless effective counseling is available the result is a "drop-out."

This may appear to be an over-simplification of a complex situation in that it does not take into account the numerous efforts made along the way to help such pupils. The purpose however, at this point, is to give an overview recognizing that many significant steps are not mentioned.

In the State of California, the law requires minors under the age of sixteen to attend full-time school. The Continuation Education law applies to those between sixteen and eighteen. A minimum of four hours per week of school attendance is required if the minor is employed. There are some advantages to be gained for youth who participate in the Continuation Education program. If the curriculum offerings in such classes are designed to meet the needs of the individual or are related to his employment, a number of boys and girls may acquire renewed interest in furthering their education. Even though it is a slow process, a surprising number do complete the requirements for graduation from high school. Frequently the experience gained from actually working on a job, assuming responsibility perhaps for the first time, and seeing what is required to get ahead, serve to change the attitude of some who earlier wanted nothing more to do with school. One of the most effective maturing influences is in "rubbing shoulders" with the rest of the world and learning firsthand what is expected of an employee. This is but another way of saying that for some people experience is the best teacher. At this point, the Continuation Education school may be of real assistance in mapping out a program for return to high school, or at least for further training.

There are serious disadvantages also in the Continuation Education law. The Education Code, as it now stands, provides no adequate means of enforcement. For minors under sixteen years of age, the law permits a school district to file a petition with the Juvenile Court in behalf of the pupil who is habitually truant, or to make a complaint against the parent or guardian, if the case warrants. The Continuation Education law provides *only* for proceeding against the parent or guardian. According to an opinion of the Attorney General, and the Los Angeles County Counsel, no minor between the ages of sixteen and eighteen may be brought before the courts for truancy. Obviously, this creates a situation where the Continuation Education law is unenforceable.

Even if the provisions of the law were stronger, experience has shown that teen-agers cannot be legislated into school. Up until 1946, in Los Angeles County, the Juvenile Court accepted J (truancy) petitions involving minors in the sixteen- and seventeen-age brackets. In view of the above-metioned opinion the court declined to honor any more petitions for this group. In an attempt to determine what should be the next step, the Los Angeles City Schools conducted a survey to evaluate the effectiveness of

enforcement efforts up to that time. A follow-up study was made of forty-two cases of sixteen-year-olds to determine their status one year after the filing of truancy petitions. The results were somewhat startling—only one pupil out of the forty-two was still in school. This seems rather conclusive evidence of the validity of the old adage, "You can lead a horse to water, but you can't make him drink."

Any attempt to force this group into school by further legislation is doomed to failure and is a waste of time. Unless there exists proper motivation for continuing in school after sixteen, those who want to get away from it will do so by one means or another.

If school attendance after age sixteen becomes a privilege instead of a requirement, those who remain will have a purpose instead of a "gripe." The attitude of those who are in school by choice is conducive to a learning situation. The same can hardly be said for those who are forced to attend.

Some of the more successful continuation education programs have concentrated upon determining the characteristics and needs of the pupils who were transferred from the regular high schools. Every effort was then made to help each individual evaluate his own situation and to become self-directed. This process involves both personal and vocational guidance. The emphasis is upon preparation for the future as a citizen of the community and as a person who will be competing with many others in the labor market.

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A High School Principal Looks at the School-Leaving Age Problem

By KEITH V. WAITE*

At the operational level compulsory attendance legislation is a popular topic of discussion. Its benefits in some cases are indisputable, but some of our most frustrating problems seem to be enhanced by, if not to arise from, these regulations.

For Most: No Difference

The majority of students are apparently unaffected by attendance laws and would attend whether required to do so or not. It appears that their attitude is negatively affected by those who resent being forced to attend school, and that their over-all feeling would be more favorable if they were clearly and admittedly in attendance by virtue of their own choosing. This is mere conjecture, however, and in all probability the occasional truculence among this majority is a symptom of normal striving for independence rather than of rebellion against curtailment of their freedom of choice.

For Some: Needed Help

For some students restrictions against leaving school are undoubtedly beneficial. This group of students needs to be protected from selfish, indifferent, or irresponsible parents or guardians. In some cases the student is subject to aggressive and easily recognizable exploitation. In other instances he is subjected to a somewhat passive preference to help at home rather than to attend a school whose benefits are considered dubious at best. In addition, there are the children of incompetents, alcoholics, criminals, and moral degenerates whose right to attend school needs to be guarded.

For Some: Increased Conflict

A third group of students seems to have their problem complicated by compulsory attendance. To these students, the legal requirement that they remain in school is a particularly onerous example of the authority they so greatly resent. To school officials, it often seems that the compulsory aspects of education contribute to the attitude of these students that truancy and uncooperativeness are transgressions against the school and the restrictive adult world, rather than a failure on their part to take advantage of an offered opportunity.

To group these youths together into a single category does not mean that their behavior or their problems are identical. Their difficulties range from severe mental maladjustment to a conflict between their values and the

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middle-class values of the school. They have in common one major characteristic. The needs and drives which control their thoughts and actions prevent them from acceptable conformity to the program being offered by the high school. They demand a disproportionate amount of time from special-service personnel and their disruptive behavior interferes with efforts to serve other students. They receive little or no benefit from school and are a constant source of disturbance in the classroom, on the school grounds, at school affairs, and in the community. The reaction against compulsory attendance regulations by educators stems from experience with this group.

Attendance Laws Are Not to Blame

Frustrated in their atempts to compel this rebellious group of youth to accept an unpalatable program which is the best thus far developed, school officials aim their criticism improperly when they attack attendance laws. These laws by themselves are not responsible for, nor can they be expected to solve, the problem. While they may have contributed to the trend toward an increasing proportion of secondary-age youth who are attending school, they represent mainly a legal recognition of a situation made inevitable by changing economic and social conditions and an increasingly complex culture. The issue is actually a great deal more important than this, for it stems from a principle not easy to reject. This principle, that all youth are educable and that all have the right to be educated, is basic to the concept upon which public education is established in our country. Not many educators would knowingly refute it. Furthermore, there seems little doubt, that the percentage of the population attending secondary school wil continue to increase as society becomes increasingly more complex and automation further reduces the opportunities for the untrained in the labor forces.

They Too Need Training

In today's society, there is very little room for young people until they reach legal school-leaving age. The concept that their time prior to this age should be devoted to educational training to prepare them for their adult role is indisputable. This applies equally to those who are not being adequately served by the present program. Unfortunately, there is no institution or agency to assume the burden when the school is unable to provide this training.

Progress Has Been Made

The fact that the group is comparatively small is an indication that modifications in the secondary school program have already provided for a large number of youngsters new to high school in the last few decades. Industrial arts, crafts, work experience programs, and other modifications of the original curriculum, do meet the needs of many who would be as out of place in a Latin Grammar School program as today's misfits are out of place in the modern comprehensive secondary school. Other youth services have also expanded during the past half century. Increasing help may be

expected from the continuing growth in these areas. In spite of this, the unalterable fact remains that there is in youth services a gap between those appropriate for youth being reached by the present school program and those who are institutionalized in corrective institutions, mental hospitals, and hospitals for the mentally retarded. This vital problem cannot be affected to any great degree by manipulating attendance legislation.

A New Agency?

Youth whose problems stem from unsuitable home conditions and those who deviate too greatly emotionally, may have to be educated in residence institutions, less restrictive and more similar to regular schools than such existing institutions as youth camps and juvenile halls. Such residence schools, with a better controlled environment than could be offered in regular schools, and with a greater proportion of specialists, may be the most realistic solution for the more extreme cases. If this should eventuate the secondary school, educators should be instrumental in the planning and operation of this extension of the public secondary school program.

Public Schools Must Do Their Share

These or other newly conceived institutions would not eliminate all problems. The schools must necessarily expect to extend their services to cover part of the gap which is not being satisfactorily filled. Youth who can be served while living at home can be afforded a much more expensive program for less total cost than in any full-time institutional set up. Secondary school personnel are highly trained to deal with adolescents. The growing number of psychological and sociological experts employed in education increases the school's potential for dealing successfully with maladjusted teen-agers. In some communities, the continuation school *has* been developed into a workable, worthwhile solution for many youngsters who do not adapt to the regular program.

Society will not long allow the public secondary schools to narrow their concept of who should attend our schools. Furthermore, it would be morally wrong for those with the highest degree of training and experience to reject all responsibility for the solution to this pressing problem. The school must expect to continue to expand its services and to develop, within the framework of the high school, educational programs which will be appropriate for a large portion of the youths not now reached through the present curriculum.

The school will be expected to respond to the demand for higher standards of scholarship for scholars, for better citizenship training for all students, and, *in addition,* for more adequate services for those who do not fit the present mold. To contemplate withdrawal into a less comprehensive, more manageable program is a dream, albeit a pleasant one at times, which has little likelihood of ever coming true. On a long term basis, we are going to be asked to provide education and training for more and more of all the chidlren of all the people for a longer and longer time.